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THE MUNICIPAL RECREATION AGENCY AS DELIVERER OF LEISURE SERVICES TO THE HANDICAPPED IN SMALL ALBERTA COMMUNITIES

by

Ⓒ DIANE JACOBSON HOY

A THESIS
SUBMITTED TO THE FACULTY OF GRADUATE STUDIES
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Supervisor

Valerie W. Blakely

Jane Watkinson

Date April 14, 1981

To my husband David
for your sense of humor
your unending patience
and your love.

ABSTRACT

The study was undertaken to investigate the delivery of recreation services to handicapped persons by municipal recreation departments in small Alberta communities. Fourteen municipal recreation directors in communities with populations of 4,000 to 10,000 persons were administered oral and written questionnaires.

The results of the study indicate that there are many factors which affect the delivery of recreation services to handicapped persons in small communities. While the situation across recreation departments was quite variable, most recreation directors did not feel that they were doing an adequate job of serving the handicapped. The departments had difficulties in determining what kind of recreation services were needed by handicapped persons. While requests for service by or on behalf of handicapped persons most frequently resulted in a service provided either in a regular or segregated program, the actual frequency of requests and services provided to handicapped persons was quite low.

Although not often found, ongoing discussions appeared to be a factor which could facilitate the development of recreation programs involving the handicapped. Improved educational and experiential opportunities were needed by recreation staff members and volunteers. A number of factors point to the necessity of giving careful consideration to both the content and the process of providing staff training.

The recreation departments surveyed were infrequently involved with providing services across a developmental service delivery continuum, but the recreation directors were supportive of the idea of trying to utilize such an approach, and many also expressed support for adopting individualized instruction as a method of upgrading the skills of handicapped

participants.

There appeared to be a need to investigate how advocacy and advisory groups including government agencies can best facilitate the development of integrated recreation services. The impact of provincial level bodies on normalized recreation service provision in small communities appeared to be minimal.

The attitudes of recreation department staff members, recreation board members, and the general public towards integrated recreation, is likely to significantly influence the delivery of recreation services to handicapped persons. Thus there is a need to employ strategies aimed at creating positive opinions within each of these groups regarding the participation of handicapped individuals in community recreation.

Finances and architectural barriers are factors which may limit the provision of recreation services to handicapped persons in many of the communities surveyed. In several communities transportation was also a limiting factor.

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CHAPTER I

INTRODUCTION

There has been a trend towards handicapped persons living in the community in recent years, a trend largely attributable to the philosophy of normalization as articulated by Wolfensberger (1972). A key component of the normalization philosophy is the utilization by handicapped persons of human services as delivered by normative or generic service providers. This includes services in health care, education, recreation, religion as well as such services as beauty care, food services and entertainment. Advocacy, by handicapped persons or on their behalf has resulted in the increase in the use of generic services by persons who are handicapped (Hutchison and Lord, 1979).

Some generic services may be provided to many handicapped consumers easily, with a minimum level of adaptation on the part of the generic agency. Yet for other generic agencies the provision of services of good quality, appropriate to handicapped consumers, of necessity involves a change in the way the service is delivered and in the actual nature of the service.

Recreation, play and the constructive use of leisure time have been recognized as being important elements contributing to the quality of life for persons of all ages (Kraus, 1978). As a generic service, municipally sponsored recreation faces the challenge of providing recreation services of good quality to handicapped persons which is a challenge requiring changes in both the delivery and nature of recreation services.

It has been suggested that there is a need to focus attention on the delivery of recreation services to handicapped persons in small communities because a large part of the Canadian population resides in communities with populations under 10,000 persons (Witt, 1974). With the trend towards deinstitutionalization and the decentralization of services for handicapped persons, the incidence of handicapped persons living in small communities is likely to increase to more closely reflect the overall incidence of handicapping conditions occurring in the population.

The very nature of the small community has implication for the delivery of recreation services. The majority of opportunities for participation occur either directly under the auspices of the municipal recreation agency or co-sponsored by that agency and other groups. The alternatives commonly found in larger population centres, particularly in programs, facilities and groups sponsoring recreation are unlikely to exist in small municipalities. Furthermore, often the municipal recreation department is the source of recreation expertise in small communities. In most cases, the key individual in the recreation department is the recreation director.

> 1. The Recreation Director (Recreation Supervisor, Superintendent or Administrator)
>   a) Is responsible for assisting the board in planning, promoting, organizing and administering complete recreation services to the community.
>   b) serves as a technical advisor to the Municipal Council.
>   . . . .
>   d) Is a recreation consultant for the community.
>
> (Alberta Recreation, Parks and Wildlife, 1976, p. 31)

Given that the recreation director is the most influential recreation professional in a small community, his or her knowledges, competencies, and attitudes will certainly have a tremendous impact on the recreation services which are provided.

Thus, in investigating the process of integration in recreation service provision in small communities, the municipal recreation department and moreover the recreation director are of particular interest.

To facilitate the process of integration in recreation services it is important to understand the kinds of opinions which are held by recreation directors.

In examining the municipal recreation agency as provider of recreation services to the handicapped there are numerous factors to consider. The interaction of these factors further contributes to the complexity of the topic. The research conducted attempted to provide a structure to the study of factors affecting the provision of recreation services to handicapped persons in small communities. More specifically, an attempt was made to identify key problems, the structures of and relationships between problems, and the levels at which problems may be attacked. Because of the exploratory nature of the study, it was necessary to develop measurement instruments appropriate to the sample element (the recreation director), the context in which the element is found (recreation departments in small Alberta municipalities), and of course, both appropriate and of adequate precision to measure the topic under investigation. The development of the instruments involved a great deal of writing, consulting with experts and making revisions. Although this was a time consuming process, it was considered necessary as a means of ensuring that the instruments were of high quality.

STATEMENT OF THE PROBLEM

The purpose of this study was to investigate the current state of the art regarding the delivery of normalized recreation services by municipal recreation authorities in small communities, to identify factors which may facilitate or inhibit the delivery of such services, and to identify possible courses of action which may diminish the influence of factors that inhibit the delivery of these services.

The study attempted to provide answers to the following questions:

1. What is being done in the areas of need determination and the provision of programs for handicapped citizens? How are recreation opportunities advertized? What policies, if any, guide recreation departments regarding the provision of services to handicapped citizens?
2. What are the attitudes of recreation staffs, recreation boards and the general public as inferred by the recreation directors towards the participation of handicapped persons in community recreation?
3. What is the extent and nature of the impact of advocacy groups and advisory bodies on municipally sponsored recreation services for the handicapped?
4. What is the situation regarding accessibility to facilities, transportation and the availability of funds?
5. What is the situation regarding staff and volunteer training and experience?
6. What is known about service delivery alternatives and how appropriate are various alternatives perceived to be?
7. What are problems which community recreation personnel perceive as inhibiting the offering or improving of recreation services for the handicapped?

DELIMITATIONS

The study was delimited to include a sample of recreation directors in Alberta municipalities of 4,000 to 10,000 in population which received mailings from the Recreation Services to Special Groups Section of the

Alberta Recreation and Parks Department. The study sought to exclude purely regional recreation boards. The extent to which the opinions of the subjects are reflective of recreation directors in municipalities of other sizes or recreation directors responsible for a region with equivalent population but not responsible for a town or village of the delimited size is unknown.

Two measurement instruments, an oral and a written questionnaire were each administered once over the course of a single meeting. The study did not attempt to measure changes which may have occurred as a result of the total measurement experience.

The oral questionnaire was the primary data collection instrument. The structured interview technique enabled the most effective collection of detailed data which is appropriate in this exploratory type of study. Probing behavior by the interviewer was considered important as a means of dealing with the variability between the circumstances surrounding each subject. A further advantage of the interview is the possibility of providing the interviewees with information. This enabled exploration of the receptiveness of the recreation directors to specific ideas of which they may previously have been unaware.

The written questionnaire was essentially intended to corroborate the results of the oral questionnaire. It also functioned to provide information on priorities which recreation directors assigned to problems and to groups requiring services.

Furthermore, the study was delimited to a single order of administration within and between instruments. The oral questionnaire was administered prior to the written questionnaire. The order of questions within each instrument is presented in appendices B and D.

Part of the order effect between and within instruments was deemed necessary owing to the attempt to present ideas and to structure the interview so that subjects would be providing information and then interpreting or discussing this information.

LIMITATIONS

The data collected was influenced by personal characteristics of the subjects and external factors characterizing individual situations. External factors are thought to include history, the events just prior to the interview, as well as events anticipated in the immediate future. For instance, one subject who anticipated an unpleasant meeting later in the day, tended to answer questions in a very negative manner. Another subject who had just received an unanticipated grant from a government source tended to describe that source in very positive terms. Variability in the previous employment of the subjects as well as in the duration of their current employment may also have affected responses. With regard to personal characteristics, individual differences in styles of communication, in the ability to articulate ideas and feelings as well as in memory and self confidence are considered to have had an effect on the responses of the subjects. Some respondents tended to be extremely brief while others tended towards verbosity providing somewhat confused answers in the process.

A further limitation which is related to the subjects is the problem of reactivity. The obtrusive nature of the measurement certainly had some effect on the responses of the subjects, although the strength of this effect is unknown. There is also the problem of response sets, such as saying yes to every item or answering in a socially desirable way.

As one subject in effect said, "Of course I'm going to try to present myself in the most favourable way."

A limitation to the sampling procedure was the length of time elapsed between the most recent Canada Census (1976) and the collection of the survey data (1980). This resulted in discrepancies between the hypothetical sample characteristics and the actual population served, as estimated by the recreation directors. Furthermore, the fact that some departments were responsible for persons living in the surrounding rural area while others were not further increased the discrepancy between the intended and the actual sample characteristics.

By considering the interviewer as an instrument, an additional limitation which arises is that of instrument decay. It is highly probable that the interviewer became more skilled over the course of the data collection period. Undoubtedly an order effect existed within and between the measurement instruments. The strength of this effect is unknown. In attempting to structure responses to open-ended oral questions in a framework suitable for analysis or discussion, it is likely that some information was lost.

Specific characteristics of the different recreation departments, such as the number of staff the department employed, led to different interpretations of some questions. Another situational variable which may have influenced the responses of the subjects was interruptions during the interview. In no fewer than seven interviews there were one or more interruptions, such as telephone calls or persons appearing at the door.

CHAPTER II

REVIEW OF LITERATURE

THE IMPORTANCE OF PLAY, RECREATION AND LEISURE

> Play customarily is ... regarded as an activity carried on within leisure for purposes of pleasure and self-expression. It tends to be active and to be carried on in a spirit of competition, exploration or make-believe. Customarily, play is regarded as a child's activity although an adult may engage in play and in some circumstances may find play in his work .... much play behavior is culturally induced or learned activity.... Play behavior covers a wide range of behavior. It may consist of casual, informal exploration ... it may include participation in highly structured activities.... play helps in achieving communication, and a sense of unity as well as in defining and expressing values, carrying out therapeutic and educational functions, and channeling aggression in nondestructive ways. (Kraus, 1978, pp. 30-31)

> Recreation consists of activities or experiences carried on within leisure, usually chosen voluntarily by the participant - either because of satisfaction, pleasure or creative enrichment derived, or because he perceives certain personal or social values to be gained from them. It may also be perceived as the process of participation, or as the emotional state derived from involvement. When carried on as part of organized community or voluntary-agency programs, recreation must be designed to meet constructive and socially acceptable goals of the individual participant, the group and society at large. Finally, recreation must be recognized as a social institution with its own values and traditions, structures and organizations and professional groups and skilled practitioners. (Kraus, 1978, p. 37)

> Leisure is that portion of an individual's time which is not devoted to work or work-connected responsibilities or to other forms of maintained activity and which therefore may be regarded as discretionary or unobligated time. Leisure implies freedom of choice and must be seen as available to all whether they work or not. Leisure is customarily used in a variety of ways, either to meet one's personal needs for self-enrichment relaxation or pleasure, or to contribute to society's well-being. (Kraus, 1978, p. 44).

The preceding paragraphs are Kraus' definitions of recreation and leisure, and a portion of his attempt to define play. How does Kraus interpret the relation between play, recreation and leisure?

> ... although play and recreation tend to overlap, they are not identical processes. Play ... represents not so much an activity as a form of behavior ... Play can occur during work or leisure whereas recreation can occur only during leisure. Recreation is seen as a form of human activity and experience that, although often playful in manner, is not always so ...
>
> (Leisure) affords an opportunity for (play and recreation). The bulk of our leisure in modern society is filled with a variety of recreational pastimes ... (Kraus, 1978, pp. 44-45)

In recent years a great deal of writing has been devoted to the topics of play and recreation and leisure. While there are numerous opinions about how these concepts should be defined and about the relative importance of various factors which are thought to underlie each concept, the one point about which authors seem to agree is that play, recreation and leisure are very important elements in the lives of human beings (Levy, 1978; Caplan and Caplan, 1973; Heron and Sutton-Smith, 1971; Avedon, 1974; Kraus, 1978; Kaplan, 1975; Murphy, 1975).

How important is play? Quoting Kusyszn, Levy (1978) writes, "Play is the primary activity for confirming our existence and affirming our worth" (p. 183).

From the widely accepted assertion that play, recreation and the constructive use of leisure time are vital to all people it is logical to assume that the same holds true for persons who have handicaps. In fact it has been suggested that play and recreation may be even more important to the handicapped than the non-handicapped.

> Play, through its capacity for fostering abilities, has enabled the disabled to achieve self-fulfillment and social recognition, which has heretofore been denied to them in other spheres of life. (Levy, 1978, p. 190)

THE CONCEPT OF NORMALIZATION

Wolfensberger (1972) presented the concept of normalization to the people of North America based upon ideologies and practices in human services which he had encountered in Scandinavian countries. He defined normalization as the "utilization of means which are as culturally normative as possible in order to establish and/or maintain personal behaviors and characteristics which are as culturally normative as possible" (p. 28). The term normative was defined as meaning 'typical' or 'conventional'. Wolfensberger implied that the term normalization implied both a process and a goal.

According to Wolfensberger (1972):

> The predominant portion of human management services is rendered by generic agencies ... and to typical citizens. However, a highly visible portion of human management concerns itself with individuals whom the public, or a significant segment of it views as 'deviant'. (p. 13)

What is deviance?

> A person can be said to be deviant if he is perceived as being significantly different from others in some aspect that is considered of relative importance and if this difference is negatively valued. (Wolfensberger, 1972, p. 13)

Handicapped individuals frequently have been viewed as deviant. According to Wolfensberger (1972) society has attempted to deal with deviancy in four ways: "the destruction of deviant individuals, their segregation, reversal of their condition or prevention thereof" (p. 24). It is the latter alternatives, the prevention and reversal of deviancy, which normalization is concerned with. Deviancy can be prevented or reversed by education, training or treatment and by changing the negative values which society places on certain kinds of differences.

Wolfensberger elaborated in considerable detail a number of implications of the principle of normalization on the delivery of human services to handicapped persons and particularly to persons with mental handicaps. Subsequently, a number of authors have considered the implications of the principle of normalization on the delivery of recreation services to handicapped persons.

THE IMPLICATIONS OF APPLYING THE NORMALIZATION PRINCIPLE TO THE DELIVERY OF RECREATION SERVICES TO HANDICAPPED PERSONS

Utilizing the "culturally normative means" of service provision implies that handicapped persons should receive recreation services from the same recreation agencies which serve the other members of the population in the same programs and the same facilities as everyone else. Culturally normative recreative behaviors and characteristics implies participation in activities which a number of members of the population choose to participate in, with physical and social competencies and having the same pleasurable affective results normally attributable to play experiences.

However, the key feature of Wolfensberger's definition is use of the words "as possible" qualifying both the means and the behavioral outcome. This allows recognition that everyone may not be able to benefit from the regular program or behave in a manner which corresponds with the behavior of other participants in the regular program.

Recognizing that many handicapped individuals cannot just suddenly appear in the culturally normative recreation programs with the culturally normative behaviors, a number of authors have devised strategies or paradigms which are geared to the development of "normalized" recreation participation by handicapped individuals.

The Spinak Model

Spinak (1976) presented a four step model for integrating handicapped persons into community recreation. From recreation in institutional settings, handicapped persons move to participating in recreation programs 'for' the disabled in society, followed by recreation programs 'with' the disabled in society. The final step is integrated programs in the normalized area of society. Spinak's intent seems to be only to describe a process of normalization in recreation service delivery which he believes is occurring rather than providing model from which to develop services. Details about differing characteristics at each stage of the model are not provided.

The Sensrud Model

Sensrud (1978) advocates the use of 'a sequential recreation integration steams' model as an aid to community recreators. She notes that most members of "special populations" live in the community, and therefore have a right to community recreation services (Sensrud, 1978, p. 28). According to the author the model is a modification of Spinak's model. The first level of participation is segregated therapeutic recreation occurring in institutions. The remaining kinds of participation are placed upon a continuum of integration. First are specialized services in which the handicapped participants have skill deficits in one or more areas of self help, recreation or leisure and socialization. Programs are individualized to develop skills. A minority of "normal" individuals are participants in this kind of program. The next type of program is the transitional service which is seen as an intermediate step which is set in the community and in which adaptations are provided when needed. The final step is fully integrated services which entails participation in normal community recreation. Sensrud notes that at this final level supports may still be needed by some handicapped participants.

The Hutchison and Lord Model

Hutchison and Lord (1979) have written:

> It is the responsibility of community supported recreational and leisure agencies to initiate and facilitate leisure involvement for all persons in the community. This responsibility includes recognizing the recreational rights and needs of persons with disabilities, older adults and other devalued groups. (p. 46)

The recreation integration model devised by these authors has three core components: upgrade, educate and participate. Briefly the model specifies upgrading the confidence, self esteem and the physical and social skills of handicapped participants using developmental programming. Targets for education are persons with disabilities, advocates and parents, recreational staff and volunteers, nondisabled recreation participants and the general public. Participation by handicapped persons occurs with support and advocacy and by carefully programming utilizing a continuum of services. The seven types of recreation participation which are identified on the continuum (see p.165) vary in degree of "restrictiveness" from most restrictive to least restrictive. Movement from the most restrictive to the least restrictive environments corresponds with changes from segregated to physically integrated to socially integrated experiences. The authors note that while an individual can participate at various points on the continuum simultaneously, the least restrictive participation should be chosen in each instance. Personal characteristics, such as needs, interests, skills, choice and experience as well as the program factors of availability, quality of leadership, nature of experience and quality of experience are factors which Hutchison and Lord believe must be considered in choosing the least restrictive participation (Hutchison and Lord, 1978, p. 112).

Hutchison and Lord (1979) provide some insights as to how they believe their continuum of services can aid recreation practitioners.

> Conceptualizing a continuum of opportunities allows workers in segregated settings to dramatically change their priorities and goals.
>
> ....
>
> When staff and volunteers in generic leisure agencies understand how their services are part of a developmental continuum of services they can begin to reach out and cooperate with institutions and voluntary advocate associations in their community. (p. 110)

The Arsenault and Wall Model

A model for the delivery of recreation services was formulated and revised by Arsenault and Wall and appeared in Arsenault (1978), Simard and Wall (1979), and Arsenault and Wall (1979). In addition to specifying the group composition (segregated or integrated) and the physical environment (special facility or community facility) the authors introduce the concept of program objectives (skill acquisition and the upgrading of skills or activity participation) (Arsenault and Wall, 1979). Arsenault and Wall suggest that the failure to consider program objectives leads to the assumption that all segregated programs are 'bad' while all integrated programs are good.

A diagrammatic representation of a four stage model appears in the Simard and Wall (1978) paper (see Appendix A). The diagram shows how the program objectives of skill acquisition and activity participation interact: both are present in each program approach; as the importance of skill acquisition decreases, the importance of activity participation increases. The four points on the continuum, instructional programs in a segregated setting, the instructional programs in a public setting, integrated programs with supports, and the regular community programs are described in Appendix B (page 134).

Subsequent to publishing this model, Arsenault and Wall (1979) divided integrated programs with supports into two parts: **consciously** integrated programs with required supports, and integrated programs with necessary supports.

The basis for this distinction is the authors' feeling that the kind of supports needed by the individual changes. In both program approaches support is needed in areas external to the actual program activity, whereas in the consciously integrated program, support is also likely to be needed during the activity.

In order that the continuum may be successfully implemented Arsenault and Wall (1979) identify two basic areas to which programmers should attend. The first area is participant characteristics. This includes: general information about the participant such as age, sex, and limitations; skills (physical, social, communication, auxiliary, etc.); experience and interests; and available supports (siblings, parents, advocates, community).

The second area for recreation programmers to consider concerns planning factors at each stage of the continuum. This involves leadership skills and environmental considerations both of which vary across the different program approaches on the continuum. Numerous leadership skills in such areas as program planning, individualized instruction, personal communication, group leadership and integration leadership are identified.

PERCEIVED PROBLEMS AND PROPOSED SOLUTIONS

Hutchison and Lord (1979) analyzed six major problems limiting the involvement of disabled persons in the community and more specifically, in community recreation.

The first problem cited was the existence of negative public attitudes towards handicapped persons. In the authors' opinion negative attitudes have an historical basis and continue to exist as an outgrowth of a general rejection of differentness in our culture, a factor which they attribute to an hierarchical organization of society which encourages the valuing of some persons over others.

The next problem identified was the low priority given to recreation for handicapped persons, both by community leisure agencies and by voluntary advocate associations. The former group were seen to be uncomfortable about serving handicapped persons and therefore make excuses for not doing so, whilst the latter group tend to give other services a higher priority and tend to view recreation in a narrow way, preferring 'safe' programs.

A further problem was the presentation of recreation as a therapy mode, thus portraying the handicapped as 'sick' individuals and consequently perpetuating "... segregated programing, over-protection and low expectations" (Hutchison and Lord, 1979, p. 19).

The absence of support services to enable the handicapped to particpate was also cited as a problem. This includes inaccessible facilities, inadequate transportation, the cost of recreation programs and the lack of persons to assist participants in programs.

In addition to the lack of support services, "Inadequate leadership and inappropriate programs make participation unattractive and unrealistic for many consumers" (Hutchison and Lord, 1979, p. 22).

The final criticism was pointed at segregated recreation services which were 'dead-ends' for handicapped consumers. These services were characterized as lacking a skill upgrading emphasis, occurring in isolated locations, consisting of age inappropriate activities and generally denying any opportunities for risk-taking.

Hutchison and Lord identified four areas where there was a need for change in order that the aforementioned problems could be solved. These included changes in personal attitudes and behaviors, changes in communities, changes in human services and changes in leisure services. Essentially the authors suggest that in each of these areas it is the underlying ideologies which must be changed towards a more humanistic orientation committed to the process of normalization.

According to Sensrud (1978) the word "integration" frightens public recreation administrators.

> Municipal recreation personnel may envision all special populations integrated immediately into the public setting. They may fear mass confusion, lack of support and disruption of program continuity or the individuals themselves. (p. 28)

Sensrud felt these fears could be dispelled if recreation directors learned to view integration as a developmental kind of process rather than just an end. This process is presented in 'sequential recreation integration streams' model.

Hartnett (1976) identified a number of problems plaguing the development of integrated recreation services for mentally handicapped persons. His claims were based on reports of field workers employed to investigate integration in each province of Canada.

Basically, recreation departments resisted integration because the departments were overtaxed, had no trained staff members, feared negative public reaction, and perceived the handicapped to be lacking skills. Furthermore, Hartnett concluded, the mentally handicapped did have physical and social skill deficits and lacked confidence. The programs which existed were limited in scope because recreation was narrowly defined. The needs and desires of handicapped individuals were not considered. Low expectations about the capabilities of the mentally handicapped were characteristic of parents, volunteers and recreation staff. Finally, misconceptions about mentally handicapped persons were prevalent.

Hartnett gave six recommendations for action based on the identified problems which are summarized as: a) more public education by advocate groups; b) training programs to upgrade the skills of the mentally handicapped and for recreation personnel; c) the establishment of resource teams composed of specialists to provide consulting services; d) leisure counselling for handicapped persons provided by recreation departments; e) the establishment of priorities and strategies by associations such as offering support, organizing upgrading programs and evaluating ongoing integrated programs; f) improved consultation with the consumer group.

According to Sugiyama (1978), parents of handicapped and nonhandicapped children both resist integrated programs out of fears that their children will not have a good time. Parents of handicapped children fear their children will not be accepted. Parents of nonhandicapped children lack knowledge about the handicapped.

Sugiyama recommends attacking fears head-on. She advocates honestly stating goals in program advertisements and educating parents about what is being done and why. Providing extra support to the participating handicapped child is seen as a means for dealing with the fears of that child's parents.

According to Melchers (1976A) a problem in the delivery of recreation services to the handicapped is that individual agencies representing different disability groups duplicate services resulting in a waste of human and financial resources. Melchers felt this problem could be solved by better coordination of services, and he advocated interagency contracting as a means of achieving specific objectives.

Melchers noted that the roles of groups which served the handicapped are changing as a result of the changes in philosophical orientation towards integration.

> The overall goal of recreation services and the handicapped is now to enable every individual to develop leisure recreational and social relationships within his community in as fully normal way as possible ... (Melchers, 1976A, p. 31)

Furthermore, he suggests that

> Voluntary organizations because of their strength in the community are in a key position to play an important role in advocating, developing and coordinating recreation and leisure time services for the handicapped. (Melchers, 1976A, p. 31)

For Melchers, the basic roles of national advocate associations should be conducting campaigns to improve public attitudes towards integration and speaking on behalf of the handicapped to the federal government regarding the transportation, architectural and economic concerns of the handicapped. Provincial and local advocate associations should undertake community studies to identify available and potential recreation opportunities. In addition Melchers suggests that these groups should undertake initial leisure counselling and provide participation supports. Furthermore, he proposed that retraining programs were needed by staffs of advocate agencies and by volunteers and professionals working in cooperating fields and that resource materials and consultative services are also needed.

Melchers drew attention to the need for better cooperation between agencies to develop sheltered and homebound services and for the need to establish standards for training professionals to conduct such programs. He felt these services were needed because,

> ... many handicapped people due to the nature or degree of their handicap, will never realistically be able to play a major part in community life. (Melchers, 1976A, p. 33)

In a subsequent article, Melchers (1976B) called for changes in the approach to human services to meet the demands for an improved lifestyle articulated by disabled groups. A problem which he identifies is that most recreation for disabled persons is conducted in institutional settings with the only purpose of providing fun or a diversion rather than being directed towards preparing individuals for integration into community programs. He points out that this approach is incongruent with normalization ideology. Melchers proposes the Hutchison and Lord model which has upgrade, educate and participate components contributing to the process of recreation integration.

> What is needed to implement this new approach to recreation services (the Hutchison and Lord model) is the identification of relevant forces within the community which contribute to or impede change and the development of an overall community based approach. (Melchers, 1976B, p. 5)

A further problem which Melchers identifies is the tendency of municipal recreation authorities to 'offer lip service' to serving all members of the community while in reality providing very limited access to the poor, the elderly, the disabled and other groups. He recommends that municipal recreation authorities broaden "programs, activities, and approaches to provide opportunities for relevant participation by every citizen" (Melchers, 1976B, p. 6).

In Melchers' opinion the generic providers of recreation maintain a narrow approach in the provision of service to the handicapped because specialized segregated services continue to exist. Conceding that specialized services may be needed for severely handicapped individuals or as part of upgrading opportunities, Melchers feels that the purpose of specialized services must be to aid handicapped persons in the transition from segregated to integrated programs. Segregated and integrated service providers need to cooperate, sharing facilities, personnel and manpower development. Finally, with the increased trend towards community based services the role of specialized resource personnel will be to act as consultants to integrated programs.

Edginton, McDonald and Smith (1978) conducted a survey in which recreation directors were asked to rank 82 goal statements as to actual importance and as to how important each should be. The results showed a large discrepency between the importance of "serving all people" (actual 16; should be 13) and "serving special populations" (actual 72; should be 58). This discrepency was even larger in communities with populations less than 10,000 persons (serve all people: actual 8; should be 2 vs. serve special populations: actual 78; should be 66). The authors note that the actual importance of serving children, adults and senior citizens were ranked 2nd, 26th and 31st respectively, all of which were more congruent with "serving all people".

The authors attribute the low priority given to serving disabled persons to a lack of political pressure exerted by disabled groups and to the existence of alternative delivery systems providing services to the disabled.

The disparity between the importance of serving the disabled in large versus small communities is explained as follows:

> In larger municipalities, there are obviously a larger number of disabled persons. Consequently these people are more visible and may be more organized. Further, larger municipal parks and recreation departments may have greater human and financial resources to commit to this endeavour. (Edginton et al., 1978, p. 7)

A further result of the study which is of interest, was the low ranking given to leisure counselling by recreation directors (actual 82; should be 78). Edginton et al. maintain this finding is congruent with the tendency of North American recreation departments to adhere to a direct service delivery model rather than an indirect service delivery model.

Edginton et al. (1978) recommended that municipal recreation agencies develop a philosophy pertaining to their own role in serving the handicapped and that further research be conducted to determine what role should be played by municipal recreation authorities in the provision of leisure services to special groups. Furthermore the authors suggested that disabled persons should organize into pressure groups and lobby for their own needs.

Kruger (1978) disagreed with Edginton et al. in their contention that leisure counselling was given a low priority because it was an indirect service. It was her opinion that municipal recreation departments, while stressing the direct functions, were becoming increasingly involved in indirect functions. She proposed that leisure counselling was given a low rating because it was a new concept, relatively unknown to practitioners in the field.

Further problems in the delivery of leisure services to handicapped persons were identified by Kruger.

> Ignorance of the abilities, limitations and needs of the handicapped is the most significant reason for special populations not achieving a high priority within Municipal Parks and Recreation Departments. Without formal education in, and exposure to disabled persons, practitioners tend to overlook special populations as a viable segment of their communities. Until the negative attitudes, feelings of inadequacy and prejudices of many practitioners are altered to a positive approach, little progress will be made in the special program area. (Kruger, 1978, p. 11).

Kruger felt that change amongst recreation practitioners as a group must come from within, that those practitioners in recreation departments which provided special services must educate practitioners in recreation departments not serving special groups.

According to Evans (1978) a major problem in offering or improving services for handicapped is the "numbers game". Recreation departments frequently must justify operating budgets to elected Municipal Councils and Recreation Boards or Committees on the basis of numbers of participants in programs. Evans advocated the establishment of an alternative system of accountability based on the kind of effects the recreation services had on the participants.

SELECTED SURVEYS ON RECREATION FOR THE HANDICAPPED IN CANADA

The Hunt Survey - 1969

Hunt conducted a survey of organizations which "as a sole or major function" (p. 39) served handicapped persons in Alberta. Ninety-two organizations serving 19,550 disabled persons responded, including residential and hospital settings, associations, schools and workshops. Seventy-four of these organizations sponsored recreation programs with a total of 8,570 disabled persons participating.

> Multiple reasons were given for not engaging in recreational activity offered. Reasons included: members attend community functions; difficulty in transporting members; lack of motivation, interest; members not physically capable of participating. The primary reason, however, was that planning recreation was a secondary, often minor function of many organizations which appeared to concentrate all their efforts on medical treatment, education, vocational training or coordination of services. (Hunt, 1969, p. 12)

Overall, facilities did not seem to present a great problem. The organizations used 422 facilities, a mean of 4.6 per organization, and only 39 instances of facilities desired but not available were reported. The major problems with facilities presented in decreasing order of incidence were: lack of space, rental cost, and lack of transportation.

Hunt wrote:

> If recreation programs provided through organizations for the disabled are to be expanded it appears that the use of community facilities will be necessary. (1969, p. 22)

Hunt went on to caution that an increase in the use of community facilities might increase existing problems.

Participation with outside groups of non-disabled persons occurred regularly in 11 organizations, occasionally in 37 organizations and never in 17 cases, while the incidence of regular or occasional interactions with other disabled groups were even less frequent. Hunt recommended that both types of 'outside participation' increase.

The most common sources of finances for recreation were contributions and government grants. Thirty-four of 61 respondents felt their budget was adequate. However, Hunt cautions against the inference that sufficient funds were available to provide adequate programs or to improve the quality of services.

A total of 448 staff persons were involved either full-time or part-time with recreation, an additional 60 seasonal staff were employed, and 1,208 volunteers were active.

Of the paid staff seven had university degrees in recreation, 35 had other university degrees and 51 had some specialized training in recreation. Inservice training was conducted for paid staff in 23 organizations, for volunteers in 15 organizations.

The Witt Survey - 1973

As a result of a request by Recreation Canada an investigation of recreation for special groups was undertaken by P. Witt, Professor, Department of Recreology, The University of Ottawa.

> ... the commissioned study was intended to help delineate the major barriers to service that exist across Canada along with some suggestions for potential means of overcoming those barriers. (1973, p. 1)

The final document included questionnaire data from municipalities and from institutions and agencies serving the handicapped with separate surveys of recreation services provided by the Canadian Mental Health Association, the Canadian YMCA and YWCA, and of services funded by the federal Opportunities for Youth (O. F. Y.) project and by the Local Initiatives Program (L. I. P.) A number of recommendations for improving recreation services were made.

Results of the Municipality Survey

By definition the term municipality included:

> ... all kinds of recreation services which are governmentally sponsored at the local level. Specifically these might include a city, town, village, borough, rural, municipality township, improvement district or municipal district. (Witt, 1973, p. 8)

Communities with a population of under 1,000 persons were excluded.

The objectives stated for the municipal survey were:

1. How many municipalities have recreation services specifically oriented to the needs of the handicapped.

2. In those that offer services, what is the extent of service with respect for group served, budget and staff commitments.
3. To what extent do municipal recreation departments cooperate with other agencies to provide services.
4. What are the greatest barriers to increasing service (Witt, 1973, p. 10)

A written questionnaire distributed by mail was used as the assessment device. The mean rate of return at 28% was extremely low; the Alberta return rate was 75%, while all other provinces had return rates of less than 40%.

With 21.9% of the respondents reportedly offering services to the disabled or assisting financially or with facilities, Witt hypothesized that municipalities with services for the handicapped were more likely to respond to the survey and on this basis proposed that a 13% rate of serving the handicapped was a more realistic estimate.

Of the 145 municipalities providing services to the handicapped the majority served the mentally handicapped (125) followed by the physically handicapped (95), the learning disabled (80), psychiatric patients (51), the deaf (44), and the blind (43).

By far the most frequent type of service was one of sponsoring programs in conjunction with local associations or agencies while the second most prevalent service was provision of free facilities with other groups providing the program; 105 communities were involved in the former, 86 in the latter. Only 44 of the 145 respondents sponsored programs independently. Roughly a third of municipalities provided paid leadership and roughly one-third provided transportation.

Less than 20% of responding communities had conducted surveys to reveal any or all of the following: the location and number of handicapped persons; the recreation opportunities of handicapped persons; the recreation needs of handicapped persons.

The data showed that 55% of communities with recreation programs for the handicapped allocated 0% of their program and staff budgets to specific programs for the handicapped, with the remaining communities with programs allocating 1% to 5% of these budgets specifically for the handicapped. Estimating 17% of the population to be handicapped, Witt concluded that the handicapped as a group received a disproportionately small portion of municipal recreation agency budgets.

Only 2% of the communities surveyed had written policies dealing with recreation for the handicapped. Meanwhile, 14% had restrictions on facility usage by handicapped persons.

Of the 145 communities with programs for the handicapped there were 23 reports of full-time staff employed on a year-round basis, 47 reports of part-time full-year or full-time part-year staff and 47 reports of having volunteers involved.

In communities with populations of 1,000 to 10,000 only 14% reported having recreation services for handicapped persons. The most important problem for communities with programs for the handicapped was lack of an adequate budget, while for communities without programs, it was lack of an expressed need.

Interpreting the open ended comments at the end of the questionnaires Witt expressed the view that rural municipalities were particularly troubled by transportation problems. However, this is not clearly apparent from the data presented. Summing the first, second and third most important problems of communities with populations of 1,000 to 10,000 for which provincial or federal aid was desired, transportation ranked fourth of nine for those with programs and eighth of nine for those without programs.

In addition to the problems of inadequate personnel, a lack of barrier free facilities, the difficulty in contacting handicapped people and the lack of requests by or on behalf of the handicapped, Witt cited the main reason programs were not offered was that of insufficient numbers of handicapped people in a community to justify specific programs.

A number of municipalities made suggestions on how recreation services for the handicapped could be improved. These suggestions included: a national survey to discover who the handicapped are, where they are and what services they need; an increase in government involvement particularly in external funding and the coordination of services; public awareness campaigns regarding the problems and needs of the handicapped; and an increased number of persons trained at university, college and inservice levels.

Regarding the types of services provided, Witt concluded that very few communities offered only totally segregated programs, and few communities offered both segregated and integrated programs "... so that all handicapped individuals had opportunities to participate..." (p. 95).

Witt wrote:

> ... The greatest number of communities offered no special recreation services for the handicapped. These communities (the majority were small) integrated their handicapped community members totally into existing recreation programs. Many communities felt that integration was necessary to the individual's sense of belonging. They often provided extra leadership to programs which served a large number of handicapped individuals but on the whole did not provide any special recreation services for the handicapped. (1973, p. 95)

Other municipalities aided groups or institutions for the handicapped by providing facilities and equipment, consulting services and volunteer training programs.

Regarding the future provision of services, Witt assessed the situation thus;

> Many communities stated that they would be willing to set up recreation programs for the handicapped if they felt there was a need or if handicapped groups requested such a program. It would appear that many communities need a push or encouragement before they will set up recreation programs for the handicapped. (1973, p. 96)

While some small communities expressed the opinion that recreation for the handicapped was too costly for small communities, Witt judged the lack of need as the basic reason why services were not offered in small communities. Thus the recommendation for need assessment surveys was made. "With a large proportion of Canada's communities below 10,000 in population, clearly assessing the role of municipal government authorities in recreation services for the handicapped must be a priority" (Witt, 1973, p. 98).

Comments on the Witt Survey and the AABRD Report

The Alberta Advisory Board on Recreation for the Disabled (AABRD) released a separate report of the data which had been collected in Alberta for the Witt study. This contained information from the institution, agency and municipal authority questionnaires.

Witt claimed that a 75% return rate was achieved in Alberta; according to the AABRD the return rate was only 50%, of which a further 10% of the questionnaires were returned completely blank, which would indicate an actual return rate of completed questionnaires of 40%. The major source of the discrepency appears in the number of questionnaires sent, the AABRD reported that 386 were sent, while Witt reported that 154 were sent. Witt included only municipalities with populations greater than 1,000 persons. The AABRD did not specify a minimum population, so possibly the difference in the figures is due to the inclusion by the AABRD of questionnaires sent to municipalities with populations of less than 1,000 persons.

It is difficult to understand why blank questionnaires were used in calculating the return rate. In the Witt study this was done only with the Alberta data. In any event, a national return rate of 28% is far below the 50% return rate which Babbie(1973) feels is necessary in survey research.

In both the Witt and AABRD reports there is a great deal of variability in the frequency of responses across the questionnaire. The failure of a number of respondents to answer certain questions indicates that some questions were difficult to answer or not applicable to all respondents. For instance, in the Witt report, of 145 communities with programs, the total of the three kinds of staff usage equalled 117. Given that the categories of staff usage are not mutually exclusive, it is reasonable to assume that more than 28 municipalities did not indicate the nature of their staffing arrangements. Similarly, in the AABRD report, of 20 respondents with programs, there were 13 responses on staffing arrangements. The variability in this case seems to be attributable to the classification of municipalities which provided facilities as communities with programs for the handicapped. Hence, because the recreation department did not provide the program, the question on how the program was staffed was not answered.

The results of the question on facility restrictions are interpreted very differently in the two reports. Restrictions are interpreted by Witt as rules or regulations which bar the handicapped from using the facilities, wheras the AABRD interpret restrictions as a question of facility accessibility. The differences in interpretation might be attributable to ambiguity in the question.

According to the AABRD report, only eight Alberta municipalities responded to the question "If you offer recreation programs for the handicapped, what year did you begin such services?" Three municipalities began services between 1965 and 1969 whereas four municipalities began services between 1970 and 1973. The authors interpret this as "an increasing trend". Considering the few data points and the small change between the time periods there is insufficient data to support this interpretation.

The responses regarding problems to offering or improving recreation were ranked in order of importance in the Witt study. While this is intended to provide information on which problems are of the greatest significance to greatest number of departments, the data is somewhat unweildly. An additional problem with a ranked scale is that the distance between ranks is unknown. In other words it cannot be determined whether the first three ranks are critical problems whereas the remaining ranks are minor problems, or if only the first rank is a major problem and so on.

The AABRD report eliminated the ranking and used only the frequency with which each possible problem was reported. While somewhat easier to comprehend, at the same time information is lost from the data. The lack of adequately trained personnel was the most frequently reported problem for both those with and those without services for the handicapped. This was followed by a lack of adequate facilities and a lack of adequate budget for those without recreation services and by a lack of transportation, budget and facilities for those with recreation services.

In summary although there are limitations to the Witt study and the

AABRD report with regards to the data collection instrument and methods and the overall return rate, both publications play an important role in that they identify some of the key factors which must be considered in investigating the delivery of recreation services to handicapped persons through the municipal recreation authorities.

SURVEY RESEARCH, QUESTIONNAIRE CONSTRUCTION AND INTERVIEW TECHNIQUES

Survey Research

The three basic purposes of survey research have been identified by Babbie (1973) as description, explanation and exploration. Descriptive studies attempt only to describe some attributes of a population. Explanatory studies attempt to explain attributes. Exploratory studies attempt to expose elements of a topic for further study. Babbie notes that many surveys have more than one of these three objectives (p. 57).

Survey research designs may be cross-section, providing information about a population at one point in time or longitudinal, describing changes occurring in a population over time. Frequently researchers will attempt to uncover longitudinal trends by comparing results of a current study with those of past studies undertaken by other researchers (Babbie, 1973, p. 63). Furthermore, researchers may use research designs which attempt to approximate longitudinal data using a cross-sectional survey which may involve the recall of past events by subjects, comparisons across cohorts, or the logical interpretation of data. Each of these methods is subject to limitations (Babbie, 1973, pp. 65-66).

In addition to selecting a research design, a researcher must select a sampling technique. Generally, surveys are conducted on a sample of the population because costs and the logistics of administration preclude surveying every member of the population (Babbie, 1973, pp. 73-74). Sampling methods are most commonly classified as probability sampling or nonprobability sampling. Probability sampling is generally favoured because it is an effective method of ensuring that the variation which exists in the population is adequately reflected in the sample. "A sample will be representative of the population from which it is selected, if all members of the population have an equal chance of being selected in the sample" (Babbie, 1973, p. 78). This is accomplished through random selection, a process which eliminates biases of the researcher and which allows the researcher to estimate the accuracy of survey findings based upon a body of knowledge which is known as probability theory (Babbie, 1973, p. 88).

Given that probability sampling is "accepted as superior" in survey research, Babbie notes that nonprobability methods of sampling are sometimes used.

> Occasionally it may be appropriate for the researcher to select his sample on the basis of his own knowledge of the population, its elements, and the nature of his research aims. (1973, p. 106)

This is known as a purposive or judgmental method of sampling.

Questionnaire Construction

Questionnaires may include both questions and statements. The latter have frequently been used with agree/disagree options in the measurement of attitudes, a procedure formalized by Likert (Babbie, 1973, p. 140). According to Babbie both open-ended questions and closed-ended questions have advantages and disadvantages. Open-ended questions may be more difficult to code and may result in irrelevant answers but also provide the respondent the freedom to given answers which the researcher may not have considered. Closed-ended questions in which the respondent must select an answer from a provided list are easier to process, "... however the researcher's structuring of responses may overlook some important responses" (Babbie, 1973, p. 141). Therefore, closed-ended questions should include response categories which are exhaustive and mutually exclusive (Babbie, 1973, p. 141).

Further guidelines in questionnaire construction recommended by Babbie include: making items short and precise, including only items which are relevant, avoiding phrasing items negatively, avoiding 'double-barreled' questions to which respondents may agree to one part but not another, and avoiding biased items or terms such as those which might identify an attitude or position as held by persons or agencies which are prestigous or which many persons view negatively (Babbie, 1973, pp. 141-144).

Babbie (1973) feels that there will always be an order effect in questionnaires. Rather than trying to eliminate the effect by randomizing, he feels that in most cases the researcher is in a better position to interpret the order effect when a single order is used (pp. 148-150). Generally written questionnaires are best ordered with the most interesting questions presented first, while in interview surveys, easily answered, nonthreatening questions should be given first to aid the interviewer in establishing a rapport with the respondent.

Kahn and Cannell (1957) stress that interviews may be purely information getting or they may attempt to bring about changes in the respondents. In either case, the questions should be asked in a vocabulary usable by the respondent at an information level which is appropriate. To deal with problems of information level, definitions or explanations may be included. The interviewer may also ask the type of question to which the respondent really does not know an answer, but about which he or she will be able to express an opinion.

Interview Techniques

In a book entitled The Dynamics of Interviewing, R. L. Kahn and C. F. Cannell present a wealth of information about using interviews to collect data. The following 2 paragraphs summarize some of the ideas they have presented.

Prior to conducting an interview an introduction is in order. The introduction should explain the purpose of the interview and how it relates to the respondent's interests and goals as well as the intended use of the information. The respondent should be made to understand what is expected of him or her. The interviewer should tell the respondent as much as he or she can without negating the purpose of the interview.

During the interview it is important to give the respondent a chance to get out what he or she is saying. The interviewer must pay attention to what is actually said and avoid projecting his or her own thoughts to the respondent. The interviewer should not respond evaluatively to what is said or the respondent is likely to become defensive or will tend to avoid opinions which might conflict with those of the interviewer. To ensure adequate communication, it is important that the interviewer be perceived as an empathetic individual. Purveying a nonjudgmental interest in the respondent makes it acceptable for him or her to give a wide range of answers. For example, the interviewer may say "A number of people feel this way. How about you? Do you have this problem?" An insightful summarization by the interviewer may be in order following an inadequate expression of complicated thoughts. This will ensure the respondent that he or she has been understood and will encourage him or her to go on.

Babbie (1973) stresses that interviewers should appear neat and clean and be dressed in a fashion similar to the persons being interviewed. The interviewer must be familiar with the questionnaire to the extent that the exact words for each question are delivered flawlessly, like "an actor reading lines in a play" (Babbie, 1973, p. 174).

It is often difficult to know how answers to open-ended questions will be coded until part or all of the data has been collected, therefore responses to open-ended questions should be recorded exact as given. "Sometimes, the respondent may be so inarticulate that the verbal response is too ambiguous to permit interpretation" (Babbie, 1973, p. 175). In such cases, if the intent of the response is clear to the interviewer as a result of gestures or facial expressions, the interviewer may record this information in a margin beside the actual comment. Uncertainty in answering questions or emotional response may also be recorded in the margin.

It should be anticipated that an interviewer will at times be required to probe for an answer. This will occur occasionally when an answer is inappropriate and more frequently with open-ended questions where elaboration of an initial comment is desirable. Babbie emphasizes that probes must be neutral so as not to affect the subsequent response (p. 176). He recommends silence with a pencil poised in hand as an effective probe. Written probes may be included next to questions where a need for them is anticipated, to provide the advantage of well thought out probes which will remain neutral across interviews.

CHAPTER III

METHODOLOGY

DEVELOPMENT OF WRITTEN AND ORAL QUESTIONNAIRES

Oral Questionnaire

The questions were developed over a one year period based on issues raised in the literature with the input of a number of people with special knowledge in the area. Specifically, assistance was obtained from a graduate student in adapted physical education with experience in community implementation of recreation programs, a preventative social services worker in a community of target size, a consultant with the Recreation for Special Groups Section of the Province of Alberta's Recreation and Parks Department and the former head of that section,and from an internationally known lecturer and author in the area of integration in recreation.
The questionnaire was pilot tested in a community of the appropriate size and revisions adding to the clarity of the questions were suggested by the recreation director acting as subject. (See Appendix B)

An answer recording form was constructed in an attempt to anticipate some of the more probable answers. (See Appendix C)

Written Questionnaire

The written questionnaire was developed from the literature and from some of the concepts presented in the information-giving parts of the oral questionnaire. The initial twelve questions were in the form of statements to which the subject was to respond on a four point scale, agreeing or disagreeing with the option of doing either strongly.

The final question involved rating eleven items on a three point scale as major problems, minor problems or as not a problem. (See Appendix D)

SAMPLING

The community size of 4,000 to 10,000 persons was chosen. The basis of this decision is reviewed on page 1 . A list of Alberta municipalities of that size was obtained from the Canada Census (1976). The computer mailing list of recreation directors in Alberta used by the Province of Alberta Department of Recreation and Parks, Recreation for Special Groups Section was cross-referenced with the Canada Census list. Because the concept of a town or population center was central to the study, counties were excluded from the list as were regional recreation authorities when more than one recreation director was listed in a town. Thus the characteristics of the sampling frame were:

- recreation director, superintendent or community service director
- responsible for recreation services in a population center of 4,000 to 10,000 persons
- present on the mailing list of the Recreation for Special Groups Section

Three communities were subsequently struck from the list. One of these was the pilot study community; another was judged unacceptable on the basis of location on the provincial border, hence potential to be subject to the influence of policies or programs of the neighboring province. A third community was excluded for the sake of expediency as the distance would have resulted in high costs and lengthy travel time. The final list contained fifteen communities.

A contact letter was sent to each community requesting an interview (See Appendix E). Six recreation directors replied affirmatively and interviews were set up by telephone. One director replied negatively and further declined over the telephone with the justification that she was vacating the position within the week. The eight directors who did not reply to the letter were contacted by telephone. All agreed to be interviewed and appointments were made.

The data was collected over a thirty day period with a maximum of two interviews conducted on any one day.

PROCEDURES

An estimate of the population served by the recreation department was obtained from the subject.

The oral questionnaire was administered using the recording form (See Appendix C) and a portable cassette tape recorder for data collection. Diagrams were used to add clarity to questions nine and ten (See Appendix A).

Subsequent to the interview, respondents completed the written questionnaire. They were requested before starting to avoid abstentions if at all possible. Finally, the subjects were asked if they would like to receive results of the study.

ANALYSIS OF DATA

Oral Questionnaires

The tapes were reviewed in blocks of one to three questions across subjects with responses and comments transcribed onto the answer recording forms. Responses for each question by each subject were then placed on individual sheets of paper. Subsequently, to clarify the tabulated responses, selected comments that reflected prevalent positions were included; other comments that were unique or of particular interest were also added.

Written Questionnaires

The results of the written questionnaires were put into tabular form including frequencies of response at each level and, with the exception of question twelve, the percentage of responses at each of four points.

CHAPTER IV

RESULTS AND DISCUSSION

ORAL QUESTIONS

The results will be presented for each question followed by a discussion of those results. The discussion will include opinions. For the convenience of the reader the actual question is presented prior to the results. The words in parenthesis are instructions for the interviewer in the form of probes which were administered when necessary, and reminders regarding how the interviewer was to proceed. The questions are sequenced in the order in which they were administered.

Determining Recreation Needs in the Community

> How do you determine or keep in touch with the needs of people in your community? (advertise and wait for a response, survey questionnaires, rely on requests or complaints, public meetings)

All 14 of the recreation directors reported that they used at least one of five different methods for determining the recreation needs of the citizens in their community. Table 1 indicates the frequency with which each method was used.

Table 1. Methods Used to Determine Recreation Needs

Rely on Requests	Advertise Programs and Wait for a Response	Survey Question-naires	Organize Public Meetings	Meet with Groups or Associations
9	5	8	7	9

Survey questionnaires had been used frequently in the context of a master plan. In some instances meetings with local groups occurred regularly, while in others it was only upon request.

Most of the recreation directors utilized a variety of methods to determine leisure-time needs. Survey questionnaires and public meetings were methods which had been tried only once or twice in most communities rather than being used as an ongoing component in the process of determining needs. The popular methods of relying on requests and meeting with local groups to determine recreation needs can be and in some cases have been used to the advantage of handicapped persons but are also fraught with limitations. Specifically, a recreation service is not provided unless requested, yet a number of factors make a request by a handicapped person or the family of that person unlikely. Some of the factors which may be preventing requests for service include a lack of knowledge of the need for recreation and the possible recreational activities in which handicapped persons could participate, as well as a reticence to make their needs known due to the very fact that a handicapping condition exists.

In order to break this self-perpetuating system of inaction a change agent needs to be introduced. Likely change agents include special education personnel employed by school boards, local social services employees and local associations for the handicapped. These groups, singly or in concert, may act to articulate the recreation needs of handicapped persons to the local recreation department, to assist the recreation department in communicating both the importance of recreation and the program possibilities, and to foster the development of an harmonious relationship between employees of the recreation department and the handicapped individual.

Requests for Recreation Services

> To the best of your knowledge have there been any requests of your department for recreation services by handicapped individuals or their families or friends?
>
> I'm thinking of people who are blind or deaf, slow learners, mentally retarded, wheelchair users, or people with artificial limbs.
>
> If yes: What was the nature of the request(s)?
>
> About how many requests would there have been, say in the past year?
>
> For what types of disabilities?

The directors recalled a total of 28 requests for service in the past year ($\bar{x} = 2$, range: 0 - 6) for persons who were mentally handicapped, physically handicapped, hearing impaired or blind. Of these requests 13 were for children, three for teenagers, six for adults and the remainder for a combination of age groups.

Over the course of the interviews, nine additional programs that were currently in operation were identified. These programs were not initially pinpointed as requests by the recreation directors. Of these programs four involved children, one involved adults and the age group served in those remaining was not determined.

In 14 instances a group was mentioned as the source of a request for service.

Of the 28 recalled requests and the 9 additional programs mentioned, 18 incidents involved the mentally retarded, 4 involved the physically handicapped while 13 incidents were a combination of these two groups.

Other recalled requests and programs included one for the hearing impaired and one for the visually impaired.

Responses to Requests for Recreation Services

Could we consider each disability separately?

A. First of all, the physically disabled, were you able to help them out? (Repeat for: B) mentally retarded; C) Others)

Probes: Were they served in the regular program?
Was a special program organized?
Did you feel that services could not be offered at that time?
Did you refer them to someone else?

The responses to requests for services, including those operating programs that were not identified as requests are classified by handicapped group in Table 2. The category Mentally Handicapped and Physically Handicapped reflects the vagueness on the part of the respondents as to the actual impairments of the persons in question and also the tendency to relegate 'the handicapped' into one category for service provision regardless of etiology. Given the small numbers of handicapped persons in a small community, the heterogeneity of a group may be more pronounced than in a large population centre where, for example, severely mentally handicapped, moderately mentally handicapped, the physically handicapped, the learning disabled, and the hearing impaired may be grouped separately with further divisions made according to age.

Table 2 . Responses to Requests for Recreation Services and Recreation Services Provided

Responses to Service Requests/Services Provided	Mentally Handicapped	Physically Handicapped	Mentally Handicapped and Physically Handicapped	Other Handicaps	Totals
A. Regular Program	8	3	3	1 (Hearing Impaired)	15
B. Special Program	6	-	4	1 (Visually Impaired)	11
C. No Service	2	-	-	-	2
D. No Service But Planning to Serve	1	-	4	-	5
E. Regular Program Initially; Changed to Special	1	-	1	-	2
F. Special Program Initially; Changed to Regular	-	-	1	-	1
G. Referral to Other Agency	-	1	-	-	1
Totals	18	4	13	2	37

Comments

How do you feel it worked out for all concerned? Did they find another service? Did they have to go to a larger community? (Repeat for: B) the mentally retarded; C) others)

Comments regarding special programs*

001 - its worked out really well

002 - its worked out fairly well

003 - it worked out well for them

004 - the kids love it, but we don't have the money or staff to get into one on one programming

005 - it didn't work out - there were not enough participants, so we tried an integrated program which worked out ok. We had some transportation problems.

006 - "I think that its worked out fairly well. There are some of those children that are now starting to go to public swimming that are feeling a little more at ease. Now, after being in the pool, they'll go down with their families. I think generally it worked to build up their confidence and to give them some swimming skills they couldn't obtain in that normal lesson under 10 lessons because you need that one to one or two-to-one ratio."

The recreation directors' comments on special programs were generally brief and mildly positive in nature. It is difficult to guage how well programs were actually running by these remarks. First of all, it is assumed the respondents have an internalized rating scale against which they judge the success of the program. The criteria used would most likely vary in degree of similarity to the kind of criteria which a professional external program evaluator would use. For instance, the recreation director may feel the program is successful if no complaints are received and if the program stays within its budget. While setting up objectives may help in providing a guage against which the program may be judged, by the same token the recreation director may form his or her opinion on the program independent of the objectives. Should the recreation director be knowledgeable about the key factors which make a successful special program, to apply this knowledge, he or she must also be familiar with how the program is operating on a day to day basis.

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* Comments include summarized remarks and verbatim remarks. The verbatim remarks are distinguished by quotation marks.

Comment 005 reflects knowledge on the part of the recreation director regarding what went on; it reflects the application of at least one simple yardstick (number of participants) to measure the success of the program; it reflects the ability to adapt to solve a perceived problem; and it reflects a willingness to admit a further problem existed.

In the case of comment 003 the recreation department did not seem to be very involved in the program aside from providing facilities and some consulting. Thus it is probable the recreation director had very little information on which to judge how well the program was going.

The mildly supportive but very brief comment 002 may either indicate a lack of knowledge about the program, or an inability to articulate what the problems were, or an unwillingness to expose difficulties. By comparison in comment 004 the director seemingly intimates limitations on the quality of the programs. Initially the positive aspect (the children's enjoyment) of the program is cited, but rather than articulating the difficulties the department faced in improving the quality of the program further comment was directed towards what could not be done, in the director's opinion. Thus, because the director had chosen a solution to a problem which was unfeasable or unattainable, the prognosis for changes in the program does not appear hopeful.

The recreation director offering comment 006 displays a thorough understanding of what the segregated program offers, namely a better chance to learn skills through a more intense instructional technique, applied over a longer duration. Also apparent is an understanding of the primary goal of a segregated program, providing skills enabling a handicapped person to move into an integrated setting, and the knowledge that this goal is actually being realized, that the handicapped participants are using their skills in open recreational time.

Comments regarding integration into regular programs

007 - it worked out ok; she enjoyed it, we put her in a younger age group because she was small

008 - "They took part at first in the regular program but they were slowing down the entire group so the instructors made a special time for them to come in ahead and work."

009 - the individual enjoyed it and the others accepted him most of the other children didn't notice the handicap.

010 - it worked out well but supervision was a problem. "There's not enough staffing for those type of people .... We can't have our supervisor watching one individual and have 20 or 30 that they are responsible for at the same time."

011 - "Its worked out really well, the only problem being that sometimes the parents of the retarded children didn't allow the children to come. The success of the program depended on six to ten children coming so we'd put so many in each group."

012 - its worked out pretty good; they just compete at their own level. "Its very difficult to keep our numbers of people up. We don't have access to that many people."

013 - its worked out fairly well

014 - "At first I think the child had difficulties to get accustomed to the fast pace of all the other kids and the other kids kind of shied away and said, 'Who's he?' ... But once the coaches kept him playing and get them informed and having little parties where the kids were involved and he'd be there, and after awhile he was just another kid."

015 - there were no problems; the child and the family knew the coach. The coach must be aware of the problem and willing to work with them.

016 - "Within the playground program we've tried about three different ways. Two years ago the group came to us and wanted to integrate. At that time the only way we could work out an integration ... they had staff that was handling the playground program and we had staff that was handling the playground program .... We wanted to integrate but they only wanted to integrate on a part-time basis because they have special activities ... so we integrated them on a one day basis, one afternoon a week and we found that it was good for a start, like I can't say it was a total failure, but it wasn't successful enough. What happened was the kids on the playground that normally attended went to their leader ... and the handicapped children knew their leader better so they called for their leader. They were on the same playground but the programs weren't mixed. It was kind of a start. So the next year we decided we couldn't do it on a part-time basis, we had to do it more on a full-time basis. So, we had a leader with some extra knowledge in that area on one playground and that didn't work. They still differentiated the leader and stuck in their own groups.
So this year what we're doing is that we have I guess just gone together in funds (with the local association for the handicapped) and leaders have taken a playground leaders' course together and now we're just going to run it as an integrated program. Whatever area a child is from they will hopefully go to that playground."

017 - "Up to now they've basically been served in existing programs but this summer we're looking at setting up some special aquatic programs for them .... I think its worked out acceptably so far but I think it needs more work done and more development and expansion of services."

018 - Interviewer: How did you feel it worked out for all concerned?

Respondent: Oh it was excellent, excellent. The reaction from the parents' point of view and the instructor's point of view, even the parents of the other kids; it worked out great. And, in fact there has been times they have brought out other kids for a period of time and tried to work them into the program, too. Its worked out really well. We were quite pleased with it.

Interviewer: So the other kids that came from the community, they didn't end up being in the program? Do you know anything about that?

Respondent: You mean did it eliminate people?

Interviewer: Well, you said they brought out other kids and tried to work them in the program. Did that mean it didn't work out?

Respondent: Oh no, it worked out, but it was just that they brought them out and got them into that kind of situation so that they could then take them into the specialized areas in Z (a larger community) where they have the equipment and things for the handicapped in programs in other institutions. And they would bring them out here for a period of time until an opening was available that they could get them into something in the other schools.

Interviewer: So these were kids from X (this particular community)?

Respondent: Yes.

Comment 010 typifies an ill-conceived attempt at providing an integrated program in that a handicapped individual was placed in a program lacking adequate supports. A complete absence of volunteers, staff not trained to work with handicapped persons, and an unrealistic staff-participant ratio were some of the factors which ultimately led to difficulties in this particular situation. A good integrated program is unlikely to occur without extra effort and some extra expenditure.

Comment 018, while reflecting the common occurrence of handicapped persons leaving home communities for educational reasons, also raises some questions about where a child should be getting his or her recreation. If a child is transported on a daily basis to a neighbouring community for education because special help is available there, why should the child also have to seek recreational experiences in the larger centre? The home community has a responsibility to these children which does not terminate when external schooling is sought. By providing this kind of service the recreation department can help an isolated group of children make friends in their own community. The fact that a number of children had at one time been in this program could have acted to cue the recreation department to carefully examine the need for some service for the handicapped in that community.

Comment 011 illustrates the importance of handicapped persons maintaining attendance once a service has been obtained. The recreation department should not be expected to maintain a program in which the absentee rate is inordinately high. Should some aspect of the program be unsuitable the handicapped individual or his family or friends must articulate the problem to the recreation director or the program supervisor rather than registering complaint by not attending. An ongoing dialogue can result in a program which grows and changes to meet people's needs whereas dropping out is likely to frustrate the recreation staff and lead to a token approach to services or loss of services altogether.

Comments 014 and 015 are instances of positive feedback on integrating handicapped children into organized sport. The child referred to in comment 014 was mentally handicapped whereas in comment 015 the child was hearing impaired. In both cases individuals volunteering as coaches were responsible for integrating the children. These comments identify some important components for successful integration into sport. First of all the coach must be aware of the individual's capabilities and have some idea of the limitations the handicap imposes on the child as well as how the role of the coach may be affected. Given this understanding, the coach must then be willing to proceed, accepting the child as part of the team, providing the child with suitable coaching, providing the non-handicapped participants with information about the handicapped child, giving the handicapped child adequate opportunity to participate in the game situation and finally, promoting social interaction amongst teammates.

Comment 016 is a well stated example of the kind of process a recreation department may have to go through to achieve an integrated program that works. The recreation director not only has an idea of what kinds of things should be happening in an integrated program, but also is able to judge that the program is not operating satisfactorily and, most important, stays with the program attempting to solve the problems by applying seemingly appropriate solutions. It is most important to note that the recreation department is acting in concert with a local association for the handicapped. In addition to contributing funds, the local association had also acted as a resource and a resource finder for the recreation department. Although not mentioned specifically in comment 016, other functions a local association could be expected to perform in this kind of situation include assisting the recreation department to formulate objectives and monitoring the success of the program.

Advertisement - How the Handicapped or Their Friends Identify Recreation Opportunities

> How does a disabled person or the family of a disabled person know about recreation opportunities for them in your community?

The frequencies for various methods of program advertisement are presented in Table 3. Respondents mentioned a mean of 2.5 methods with a range of 1 to 4. Four of the 14 subjects reported that advertising they had done had stated that all persons were welcome, one mentioned specifically a program for 'all handicapped', and in one case special fees for the handicapped were listed with the programs handicapped persons could attend. In three instances the local association was mentioned in the advertising as a sponsor or co-sponsor of the program

Table 3 . Frequencies of Advertisement Methods

Newspaper	Radio	Local Associations or Groups	Brochures (recreation centre, churches, schools)	Others
13	9	5	5	3 - letters - community directory - visibility of facility

with the name of a contact person given.

Comments Regarding Advertising

019 - "We stipulate that our programs are open to all ages and all groups and nobody is discriminated against."

020 - "It has been indicated that the programs offered are open for all citizens of the community. We have not segregated whether they were for handicapped or normal people."

021 - "I've made direct contact with them. We've written letters to them informing them, and what I've found is that they're not ready to join the public. They're still embarrassed by their handicap ... I was going to come up with programs including them in the gym with wheelchairs ... mix them in with the normal program and just make the game allowable for both but they didn't come out at all."

022 - Respondent: You might feel as though you have a handicap or like you don't know how to swim or you're having trouble socializing or whatever, don't worry about your handicaps whether its physical, mental, social.

Interviewer: You say that right in your flyer?

Respondent: Oh yeah. Well, really what's the difference? .... It really doesn't make a difference unless, unless .... I shouldn't say that. It does make some bit of difference. Especially if they are really physically handicapped because there's

> just no way that we have the transportation or the number of people ...".
>
> Interviewer: You mean you think there's a lot of problems?
>
> Respondent: Yeah.

023 - "Our regular programs are advertised and the fees listed for them specify the groups that can attend. And we usually list a fee for adults, for teens and senior citizens and another one for the handicapped so the handicapped know that program is open to them."

024 - The local association for the handicapped gets the names of handicapped people from the health unit and contacts them regarding the recreation program. "One of their problems is they don't get as much participation as they would like from the families they contact."

025 - "I think that basically the facility here around us points out that the facilities are available and its just a matter of contacting the recreation department."

026 - "Really we haven't put much attention to that at all and really for them its more a matter if they want to participate in a program that is of interest to them they would have to contact us. We really don't do anything or haven't done anything to really go out and contact families of handicapped people or anything like that."

The majority of recreation departments surveyed actively advertised their programs. The existence of the facility, suggested in comment 025, and word of mouth advertising, were not effective enough methods of advertising to satisfy most of the recreation directors.

Obviously advertising particulars relative to the handicapped are dependent on the kind of programs which are offered in each community. In advertising regular programs 'all welcome' statements are appropriate but may be of limited effectiveness in encouraging the participation of handicapped persons. The same set of reasons which block the expression of recreation needs as presented on page 42 may also limit the response of handicapped persons to 'all welcome' advertising. Thus the recreation department should not expect many handicapped persons to register in regular programs merely on an 'all welcome' invitation.

The least restrictive environment which could be expected of many handicapped persons initially, is the integrated program with supports (Arsenault and Wall, 1979). However, advertising one or two specific programs as 'integrated programs' may well act to limit the response of handicapped persons owing to the heterogeneity of the population in terms of age, handicap, interests, and skills. In addition, non-handicapped persons may tend to avoid these particular programs. While integrated programs should go ahead and can be advertised as such, the recreation departments should be well advised of the limitations of this approach.

In keeping with the philosophy that handicapped people should have a choice about the kind of recreational activities in which they participate, small community recreation departments would do well to advertise a general support clause offering the handicapped the opportunity to get into a variety of the regular programs and assuring the availability of special supports when needed. Two key considerations in taking this approach are illustrated in comment 022. First of all, the recreation department must have determined how to provide specific support services. This might include obtaining information on the operation of the local handibus or recruiting several volunteer drivers, and identifying volunteers capable and willing of providing some support in particular program areas if needed. Secondly the department should plan for the possibility of requests by persons unable to participate at this level, persons who may require a specialized program.

The advertisement of segregated or integrated programs as co-sponsored with a local association for the handicapped including the name of a contact person in the local association was an advertisement strategy identified by several recreation directors. A note to the effect that the local association is dedicated to helping handicapped people upgrade their skills most likely would encourage handicapped persons to contact the association and in addition could serve to enhance and clarify the role of the association for the public.

Direct contact, although given negative play in comments 021 and 024 should not be discarded as an unviable advertisement method.

Listing a special fee for the handicapped in order that they know which programs are 'open for them' as outlined in comment 023 is a questionable approach, in that it actively imposes limits on what handicapped persons are 'allowed' to do. More desirable approaches include advertising an offer of financial assistance to all who have difficulty paying or ensuring the availability of financial assistance through the local association for the handicapped.

In summary, the majority of recreation departments could be more actively involved in promoting the participation of handicapped community members and benefit from increasing the sophistication of their advertising strategies or tactics.

Staff Discussions Regarding Service Provision for the Handicapped

> Have there been any discussions within your department about offering services to special populations which were not a direct result of a request for service?
>
> _If yes_: What do you think led to this discussion?
> What were the focal points of the discussion?
> Was there any sort of consensus, or any general areas of disagreement?

Nine respondents indicated that discussions with staff regarding service provision for the handicapped had occurred in a situation not directly resulting from a request for service. The remaining five said no discussion had taken place.

Of those responding affirmatively, not all could recall the events or factors leading to the discussion, the focal points of discussion and the final outcome. Most subjects felt a consensus had been reached; there were no reports of disagreements.

Factors leading up to discussions were:

027 - planning (yearly plan, master plan) - 2 cases

028 - inquiry by a board member - 1 case

029 - seminars attended by staff - 1 case

030 - a handicapped child coming to a facility with a group of non-handicapped children - 1 case

Focal points of discussions were:

031 - getting something going in the pool for the handicapped

032 - changes to make facilities more accessible

033 - fees and charges

034 - the problems of programming for the handicapped

035 - problems in integrating the handicapped

The following were reported points of consensus within individual recreation departments:

036 - funds and personnel to offer programs is lacking

037 - there is not enough demand for service

038 - special services were available in a large population centre nearby

039 - service to the handicapped must be provided within regular programs because of limited personnel

040 - lower fees should be offered to the handicapped

041 - the greatest problem is finding out what is needed

042 - its difficult to serve the handicapped as many go away to school

043 - the staff were sympathetic to helping the handicapped (hence supportive of existing program)

044 - the staff didn't think they had adequate manpower or training to deal with having the handicapped integrated in the pool or playground programs: they didn't think the "normal" and handicapped "fit together".

The wide variety of responses to this question reflects the variety of topics which might arise for discussion in any recreation department. First of all, it is worthwhile to note that in more than one-third of the cases no staff discussions had occurred. There was some variability in the kind of staffing arrangements in the different recreation departments, but in only one instance did a recreation director cite the basis of an absence of discussion as the fact that there was no permanent staff other than the recreation director.

The fact that seminars attended by staff, comment 029, had led to discussions in only one department is a point of particular interest given the number of workshops and conferences related to recreation for the handicapped which have been held in Alberta in recent years.

Only three of the instances of consensus within the departments, as indicated in comments 039, 040 and 043, could be implemented as plans of action. In one case the staff wanted to serve the handicapped in the regular program, in another case lower fees were to be offered to the handicapped and in the third case the staff wanted to continue the program which was operating.

In the remaining six cases the results of the staff discussions regarding the provision of services to the handicapped did not lead to specific actions. The departmental consensus only went as far as agreeing that there was a problem; how to solve a problem was not part of their discussions.

Comment 044 arose out of a situation where an integrated program had run into difficulties seemingly as a result of inadequate program planning and a lack of staff training. Consequently there was negative feedback from the staff members. This illustrates the danger of recreation departments plunging into integrated programs if they are ill prepared. The bandwagon approach to promoting integrated programs may have a motivational effect on the recreation department but also may encourage the department to proceed without ensuring that the necessary planning and staff development has occurred. An attempt at an integrated program which has a very negative result is bound to make the recreation department reluctant to try an integrated program again.

Related Education and Experience of Recreation Staffs

> Do you have any staff members with formal education or practical experience in the area of special populations?
>
> If yes: What is the nature of their experience?
>
> (Probes: teaching, coaching, advocate, counselling, other)
>
> With which disabled group or groups?

Education Pertaining to Recreation for the Handicapped

Presented in Table 4 are the educational backgrounds of persons employed by the recreation departments surveyed. Any educational background pertaining to recreation for the handicapped, adapted physical education or special education was included.

Table 4 . Educational Background of Recreational Staffs Related to the Handicapped or Recreation for the Handicapped

	Specialist Education (4 Years University)	Some College or University Education (1-2 Courses)	Workshops	No Education
Number of Recreation Departments	3	6	5	3
Number of People with Related Education	3	7	>17	
Positions of Persons with Related Education	1 director 1 programmer 1 summer staff	5 directors 1 programmer 1 pool manager	1 director 2 programmers pool staff playground leaders	

As indicated in Table 4, three of the recreation departments had no staff with education pertaining directly to recreation for the handicapped while staff members in the remaining eleven departments had varying types of staff training. More than 27 people, including seven recreation directors and four program planners had educational experience related to recreation service provision for the handicapped. However, only 10 persons, six of whom were recreation directors, had received post secondary education related to recreation for the handicapped. Thus the majority of recreation staffs including recreation directors and program planners had only a minimum amount of exposure provided by workshops or no related educational experiences at all.

It is worthwhile to note that the reported educational experience reflect the recreation director's knowledge of past training of departmental staff members. This should be considered a measure of educational attainments the recreation director is most likely to consider when planning, rather than an objective measure of the education of the recreation staffs involved. A number of the recreation directors were somewhat uncertain about the education of their staff members related to recreation for the handicapped. It should be a cause of concern that 50% of the recreation directors surveyed had never attended a seminar, workshop or course related to recreation for the handicapped.

Ideally the persons with the key responsibility for planning and administering recreation services, the recreation director and program planners, should have a minimum of one or two related college or university courses which would provide them with a general overview of various handicapping conditions, service delivery alternatives and some general information on adapting activities (CAHPER, 1979).

To undertake specific programs persons at the planning level and persons at the 'hands-on' level should both have the benefit of workshop training, although not necessarily the same workshop. For instance, if a recreation department would like to develop a swimming program for handicapped persons, the program planner, the pool manager and the assistant pool manager may attend the adapted aquatics session at the provincial aquatic workshop. Subsequently they may organize a local adapted aquatic workshop for the lifeguards, swimming instructors and volunteers working at their particular community pool, presenting the material they received at the provincial workshop and perhaps inviting a resource person to give a guest lecture.

The key point to be made about education is that both the administrative, supervisory staff and the front line staff must have some specific educational background if the program is to work.

The people with administrative and supervisory responsibility for a program such as the recreation director, the program planner and in the preceding example the pool manager, must be well informed so that they can facilitate the setting up of the program and so that they can adequately supervise the front line staff. Of course the front line staff must be adequately informed about the persons they are working with, the program objectives, and suitable methods to achieve the objectives.

Experience with Handicapped Persons in Recreation Settings

The types of experience which recreation staffs have had with handicapped persons are presented in Table 5. In some cases the recreation directors had difficulty in articulating exact details regarding the number of staff members who had particular experiences, the handicapped population involved, and the nature of the experience.

Table 5 . Frequency and Types of Recreation Experience of Recreation Staffs with Handicapped Persons

	Teaching	Coaching	Other Experience	No Experience
Number of Departments with Experienced Staff Members	11	2	3	3
Number of Staff Members with Experience	>21	Unknown	5	

The most frequently cited type of experience was teaching, with more than 21 persons having that kind of experience. The number of staff members experienced in teaching particular handicapped populations were as follows: nine persons with the mentally handicapped, more than nine persons with the mentally handicapped and physically handicapped, one person with the hearing impaired and two persons for whom the population was unknown.

The coaching experience which was mentioned by two recreation directors had involved mentally handicapped persons. The number of staff members with coaching experience is unknown.

Of the five persons with other experience, in each case the nature of the experience varied. One individual had served as a volunteer in a games program for the physically handicapped. The population or populations served by the remaining four persons in this category is unknown. One person was formerly employed by a division of a recreation department existing specifically to serve the handicapped in a large city. Another individual had assisted in the formation of a local recreation association for the handicapped while previously employed by the local Preventative Social Services agency. One person had acted as a volunteer at a summer camp for the handicapped, and finally, the nature of the experience of one person was unknown.

Six recreation directors mentioned personal experience with the handicapped in recreation or related settings. Advocacy and leisure counselling were not reported by any of the respondents.

The reliability of the recreation directors' reports of staff experience is subject to the same limitations as the reports on educational achievement. From the directors' reports of services provided, of conversations with the staff, and from other anecdotal remarks, it is apparent that some omissions were made in reporting experiences.

It is encouraging to find that so many recreation staff members had some experience in working with handicapped persons. This is an indication that there are quite a number of people who are willing to be involved with handicapped persons who live in their communities.

Obviously if recreation staff are to get experience some agency within the community or in a nearby community must offer a program. A regional research and demonstration project is a possible method of providing supervised practical experience. Local clinics with a 'hands on' component may also provide some practical experience. One recreation director related an incident where a group of handicapped persons and their leaders had visited the local pool while on holiday. The director felt this incident had been a beneficial experience for the particular pool staff who were already working with handicapped persons and were able to pick up new ideas from the visitors.

The Role of Volunteers

> How do volunteers fit into the scheme of things in your department? Do they figure prominently in all or some of your programs? (If used in a program for the handicapped): Do volunteers run the program or assist a staff member?
>
> Has the department trained any volunteers to work especially with the handicapped? Do you have any handicapped volunteers?
>
> If yes (to either of the two preceding questions):
>
> How has it worked out?

Table 6 presents responses regarding the use of volunteers by recreation departments. The use of volunteers was categorized as occurring in either all programs or some programs with an absence of respondents indicating volunteers were not used by the recreation department. In 11 cases the primary role of volunteers was to assist staff members while two departments reportedly utilized volunteers to direct programs. One respondent indicated that both leadership and assistance characterized the role of volunteers. Of eight departments which used volunteers in 'some' programs, seven had volunteers working with the handicapped, one did not. No department reported using volunteers only in programs for the handicapped.

Table 6 . Reported Use of Volunteers by Recreation Departments

<table>
<tr><td colspan="3">Volunteers in All Programs</td><td colspan="4">Volunteers in Some Programs</td></tr>
<tr><td colspan="3">6</td><td colspan="4">8</td></tr>
<tr><td colspan="3" rowspan="2"></td><td>Used Only With the Handicapped</td><td colspan="2">Used with the Handicapped</td><td>Not Used With the Handicapped</td></tr>
<tr><td>0</td><td colspan="2">7</td><td>1</td></tr>
<tr><td>Volunteers Run Programs</td><td>Run and Assist</td><td>Volunteers Assist Staff</td><td colspan="2">Volunteers Run Programs</td><td colspan="2">Volunteers Assist Staff</td></tr>
<tr><td>2</td><td>1</td><td>3</td><td colspan="2">0</td><td colspan="2">8</td></tr>
</table>

Two recreation directors reported that volunteer training programs were available while twelve had not provided training for their volunteers.

There were three reported instances of handicapped people being involved with recreation departments as volunteers. Each of the three were adult males; one an amputee, one mentally handicapped and one with cerebral palsy. All were involved with children's sport programs.

045 - (regarding the mentally handicapped volunteer)
"A lot of people don't have the patience to work with

> him. He's the type of guy who things he has the answers to everything. But you have to kind of put that aside and talk to him in the manner that he understands .... We work him out with minor hockey and minor ball programs and give him a responsibility. He can't handle a great responsibility and he can't handle pressure. Somebody starts putting pressure on him and he blows. But give him something he can do on his own with no pressure and with some responsibility and he'll do a good job."

It is not surprising that all departments had volunteers involved with their programs. While assisting a staff member was the characteristic role of the volunteer, in a number of cases directors indicated that reliance upon volunteers was heavy, so much so that departments 'couldn't operate' without them. It is surprising that with such a strong reliance on volunteers that only two recreation departments made training programs available to volunteers.

It is reasonable to assume that volunteers will continue to play a major role in programs in which handicapped persons are involved. By using volunteers recreation departments can achieve a low leader-participant ratio and still keep the program financially viable. However, there are two important points to be made about the utilization of volunteers to work with handicapped persons. First and foremost, the volunteers must receive training which is specific to the program they will be working in.

Secondly, the volunteer to paid staff ratio must be carefully considered. For example, one paid staff member working with fifteen volunteers and fifteen participants will probably have difficulty maintaining a program of high quality. The skills of the participants and the skills and experience of the volunteers both play a role in determining how many paid staff members are needed in a program.

Encouraging handicapped persons to become volunteers for the recreation department is another way in which the recreation department can help the handicapped use their leisure time constructively. Volunteer responsibilities should supplement rather than replace active participation opportunities for handicapped persons.

The Use of A Continuum Approach to Service Delivery

> A number of people in the recreation area have suggested that the services needed by physically, mentally, sensory and other disabled populations really fall on something of a continuum. Maybe I could just show you a diagram to show you what I mean. On one end of the continuum the focus is on segregated instructional upgrading type programs. This would be, for instance, a cardiac patient getting an exercise program at a hospital, or perhaps a young mentally retarded child learning to catch or kick a ball at a special school or institution. On the other end of the continuum are regular participation programs which are integrated. There might be a double leg amputee in the canoeing program, or a senior citizen with failing vision as a member of the ballroom dance club. In these cases the people participate without any special support. In between these two ends fall instructional programs which take place in a public setting, like swimming lessons for physically disabled children; and integrated programs where the handicapped function with a minimum of special supports, such as assistance in transportation, changing clothes, or even in the way the instructor structures the class.

So in this particular model we have four program approaches:

1. the instructional program in a segregated setting,
2. the instructional program in an integrated setting,
3. the integrated program with supports, and
4. the regular community program.

Are you with me? Any questions about any stage?

RE: question 3: (If they were serving people or had had requests)

Do you feel you are using this kind of approach? In what ways? How do you feel about the possibilities of providing programs at each stage of the continuum?

Four individuals expressed the opinion that a continuum approach was being used to some extent by their departments. In one instance, involvement was reported in each of four program alternatives; instructional programs in a segregated setting, instructional programs in a public setting, integrated programs with support and the regular community programs. One department was reportedly involved in the latter three program approaches with two directors reporting involvement in the latter two approaches.

Seven respondents indicated that a continuum approach was not being used by their respective departments.

Of the remaining three recreation directors, one did not know if a continuum approach was being used, while another did not say yes or no but gave examples of attempts at two approaches. The response of the third subject indicated the question had not been fully understood.

Table 7 . Reported Use of a Continuum Approach to Service Delivery by Municipal Recreation Departments

Yes (Using a Continuum Approach)			No (Not Using a Continuum Approach)	Other	
4			7	3	
Types of Programs Provided	Instructional Program in a Segregated Setting	1		Didn't know	1
	Instructional Program in a Public Setting	2		Didn't say	1
	Integrated Program With Supports	4		Did not understand question	1
	Regular Community Program	4			

Comments Regarding the Use of A Continuum

046 - the approach being used was one of responding to individual handicapped people's needs. If a handicapped person approached the recreation department the person would be placed in a program.
"However, we will not and can not afford to provide programs just for handicapped whatever the realm of handicap. That is because we do not have that money."

047 - "I can say that we are definitely offering regular community programs where there is no segregation if there is any handicapped person, although at the same time, to be fair, we don't do anything special to encourage handicapped people or identify for them that these are programs that they can get involved with."

048 - "The philosophy of the department is not necessarily to be a service delivery department, but to assist the community groups in providing their own forms of recreation. So even though that's a different community group offering their own program we do a lot of liason, we do a lot of assistance with that program. So its not a clear-cut line that says our department doesn't offer

> those but it does offer these. Its much more hazy like than that. In terms of just our department solely, we're definitely here, offering the regular community program."

Thirteen recreation directors said their departments could get involved with regular community programs and with integrated programs with supports; eleven stated involvement could also occur with instructional programs in a public setting; six regarded instructional programs in a segregated setting as a possibility. One individual seemingly did not understand the question.

Table 8. Expressed Support for Involvement at Each Stage of a Service Delivery Continuum

	Instructional Program in a Segregated Setting	Instructional Program in an Integrated Setting	Integrated Program With Supports	Regular Community Program	Other
Number of Recreation Departments Willing To Be Involved	5	11	13	13	1*

*Response indicated the question was not well understood

Subsequent to responding, five individuals expressed hesitancies regarding their responses. Two of these recreation directors had been supportive of offering all four program approaches, while three had been willing to be involved with the three program approaches on the right hand side of Table 8. Of the five hesitant respondents, three were concerned about resources, primarily human but financial as well. The fourth recreation director felt the community was too small to offer all of the program approaches. Finally, one recreation director indicated that as the population of the town increased the recreation department could become "more involved" but the primary responsibility of the department at this point in time was to advise the local association for the handicapped who in term should be responsible for approaches other than the regular community program.

Comments Regarding Potential Involvement Along A Program Continuum

049 - one director felt that as long as the children were being taken out of the community to go to school the recreation department wouldn't have much input regarding instruction in a segregated setting. "Because its recreation I can see us more within the public setting trying to get them into regular type activities or reach a level where they can someday go into that ..."

050 - although willing to offer upgrading programs in the public setting, one subject philosophically was opposed to segregation. "I'm against separating them and having them ... label them as a handicapped group and therefore set up some kind of program. I think with integration in the community and the fact they work with regular children and adults is the area we should be working in."

Four of the recreation directors could apply the Arsenault and Wall model (Arsenault and Wall, 1979) to their specific situation at that point in time, although this did not mean they were offering programs at each stage on the continuum. Only one respondent identified programs fitting each of the four categories presented. No respondent mentioned having used any continuum type of model as a guide in the development of services for handicapped persons.

The remaining ten directors could not readily apply the model to the programs they currently offered. In a few cases the departments were in fact involved at various points on the continuum. In these cases the recreation directors may have been unclear on the meaning of the question. For instance they may have interpreted the question as: "Do you think you are intentionally using this kind of approach?" Or, they may have thought the question asked: "Do you have programs at each point on this continuum?"

Comments 046, 047 and 048 were offered by recreation directors who did not feel they were using a continuum approach as an explanation of what they were doing and why they were doing it.

Comment 050 reflects a strong 'pro-integration' attitude. In another part of the interview the respondent conceded that a current facility situation had made it necessary to segregate handicapped persons in an instructional program in a public setting.

There is a need to stress to recreation professionals that segregated programs are acceptable and even beneficial in a developmental context.

To a recreation department there are advantages in having a model to refer to. In the general sense, a model can provide a conceptual framework from which to develop services. More specifically, a model can help recreation personnel to focus attention on the variety of program alternatives which a recreation department could become involved with. The use of a model can also assist the recreation department in the application of a developmental perspective or sense of direction in dealings with individual handicapped persons.

In the context of the interview the model provided a good framework for discussing potential services. When pressed to apply the model to their individual situations in most cases the directors did so, readily. Differentiating services to the handicapped into specific program types helped the respondents to explain what services they thought they could provide and what they thought they could not provide.

Certainly the different kinds of programs a recreation department becomes involved with depends on specifics of each situation. As comment

049 suggests, the demand for segregated instructional programing or even for instructional programs in the public setting may be in another community where children are enrolled in a residential school. Given that taxpayers support the recreation programs, in a community with a school for the handicapped, should the local taxpayers be expected to pay for the recreation of residential school children? In all likelihood recreation departments in residential school towns do not feel the same sense of obligation to pupils in residential schools as would be the case with handicapped individuals from local families. For as long as residential schools continue to exist the Provincial government should make a concerted effort to ensure a full range of recreation opportunities are available in these communities, and should be prepared to offset the financial burden to the municipal recreation authorities.

Individualized Instruction

> I'd like to focus on the instructional upgrading type of programs for a few moments. Many recreation departments have not traditionally been involved in this kind of program. However, realistically these programs are needed by a large number of handicapped persons as a stepping stone in order that they might eventually be integrated into regular programs. In many communities the onus seems to fall onto the recreation department because it is the only outlet for recreation services.
>
> Individual instruction which may or may not take place within a group setting is a desirable way of programming. The specific characteristics here are

that each participant is assessed individually and the instructor works at least part of the time one on one with the participant on an individually prescribed program. So, the instructor makes plans about what objectives are appropriate, assesses what the individual can do, prescribes and teaches according to the assessment, then evaluates the effects of the instruction on each person. (show diagram)

Are you familiar with this kind of approach?
Does the department offer any programs like this or have they in the past?

If yes: Is task analysis (where everything to be learned is broken down into small, successively ordered parts) used, or are written task analyzed sequences such as this one used? (present example)

If no (no programs offered): Do you know of any staff members who have experience in this kind of program?
Do you think this kind of approach could really come in handy in implementing programs for the disabled?

Ten of the fourteen subjects claimed to be familiar with an individualized instruction approach although only one department had offered an individualized program. In this instance the answer given by the subject made it apparent that individual assessments and prescriptions were made.

051 - "The instructors take them one on one and assess their ability and the stage that they're at. And then we identify the approach that should be used and the skill area and just take it from there."

This recreation director made no further reference to the actual instructional process or to the evaluative component. Neither task analysis nor task analyzed instructional materials were used.

Several of the remaining subjects said that parts of the individualized instruction process occurred in the swimming program, specifically, individual assessments, feedback, and evaluation, but instruction was given primarily to groups rather than to individuals.

Regarding staff experienced in individualized programs, three directors each thought they might have one person with experience while six did not have any staff with experience and two did not know. In one case there were volunteers reported to have individualized instruction experience.

Ten directors were of the opinion that individualized instruction was a useful approach, although in one instance the individual did not feel his or her department could make use of it. Another subject could only see the approach as useful for programs offered through the local Preventative Social Services agency.

Owing to administrative difficulties, data on the above questions were gathered from only twelve of the fourteen recreation directors.

Comments Regarding Programs Incorporating Individualized Instruction

052 - yes its useful because of individual differences.

053 - yes its useful but it depends if the staff is willing to take it on.

054 - yes its useful depending on the capabilities of the individual handicapped person; when its necessary it has to be done.

055 - yes its an "ideal" approach for developing a handicapped person but we can't get down to a one on one basis because of a lack of money and time.

056 - "I think its useful for almost everything, personally .... I see it as a good staff training approach, too."

057 - "I think its the only responsible approach if we were going to get involved with any sort of this in-depth type of instructional involvement. And its certainly one we wouldn't get into at least with our present staff ratio or staff expertise without a lot of input in terms of assessing the needs and identifying, carefully identifying a program for the child or adult."

It is somewhat surprising that a large proportion of the respondents felt familiar with an individualized instruction approach, given that such an approach was operating in only one of the recreation departments. While the majority of respondents agreed that individualized instruction was a useful approach, the reactions of the directors ranged from very positive (comments 052, 054, 056) to mildly positive with strong reservations (comments 053, 055, 057). These reservations primarily concerned the ability of the departments to provide an adequate number of trained staff.

In the recreation department where there were volunteers experienced in individualized instruction, these volunteers were parents of handicapped children who had received training on instructional techniques to assist them in teaching their own children. With regards to the prognosis for improving the quality of recreation for handicapped persons it is a positive finding that there were no objections to individualized instruction on the basis that it did not fall within the traditional bounds of recreation.

Contacts with the Recreation Services to Special Groups Section of Alberta Recreation and Parks

> The Provincial government has a section for recreation services to special groups. Have you received anything

from them?

(Probes: letters, pamphlets, workshops)

If yes: Has this been useful to the department?

Are you aware of any ways they have been active?

Has the regional recreation consultant been of assistance first of all directly by giving information about the handicapped or secondly as a liason between your department and the section for special groups?

All 14 recreation directors had received information from Recreation Services to Special Groups. Six of the directors had received letters or pamphlets on workshops, two subjects mentioned being on the mailing list, one subject said the information was about the services the Section provides and one subject admitted not being able to remember what the information was about. Only one subject mentioned having ever written to the Section.

One respondent said yes, the information sent had been useful, while thirteen respondents said no, the information had not been useful, they had not been able to make use of it.

Eight of the respondents expressed some awareness of ways in which the Section had been active. Workshops were mentioned by six persons, activities with seniors by one person, surveys by one person and grants and games for the handicapped by one person. Two other subjects expressed a general awareness of the activities and resources of the Section but were not specific. Six individuals were unaware of any ways the Section had been active.

In five cases the regional recreation field consultant had never mentioned the handicapped in the memory of the recreation director. Of the nine recreation directors who had discussed the handicapped with the regional field consultant, seven felt the regional field consultant was of assistance, one felt the regional field consultant was not of assistance and one director gave a noncommittal reply. The seven directors who had found the regional field consultant to be of assistance cited a total of four ways in which the assistance had been given. In three instances the regional field consultant had been directly useful whereas in four instances the regional field consultant had been useful as a liason. Two recreation directors mentioned that the regional field consultants had provided information on funding while two others mentioned that information was provided on clinics.

None of the directors mentioned that they or any of their staff had actually participated in a workshop conducted or sponsored by Recreation Services to Special Groups.

Comments Regarding Recreation Services to Special Groups

058 - "We've had several letters back and forth with reference to the designing of the recreation complex."

059 - "Its been useful to the point that its information and educational but because we're not into that field that's about the extent it comes to. It comes down to the dollar bill. We don't have the programs so we don't really get involved in it."

060 - "We haven't sent anybody to workshops or anything like that or really required any more information because there hasn't been any needs expressed in the community for it. We kept it just for information at this point in time. But I can't say we've really put it to use so I guess I would have to say it hasn't been very useful."

061 - "To date we haven't made use of it, that much. Hopefully we will be able to plug into some of the programs, especially leadership skills. That's probably where we'd plug in more than anywhere else."

062 - "Any resource is useful whether its used today or filed away for future reference.... We haven't seen an idea and said 'Heh, we're going to do that.'"

063 - "Although the information is valid we're just not organized to the point where we've utilized that information."

064 - "Nothing's really been of great value .... They're in Edmonton ...."

It was expected that all of the recreation directors would have received information from the Recreation Services to Special Groups Section given that the sampling procedure, as presented in the methodology, utilized the mailing list of that government agency.

The recreation directors seemed to know very little about the Recreation Services to Special Groups Section as evidenced by the few cited examples of ways in which the Section had been active. Building a higher profile amongst community recreation departments is one step which could help the Section to better serve the interest of handicapped persons.

The Recreation Services to Special Groups Section characteristically operates on a demand system, providing services when requested to do so. Regional field consultants employed by Alberta Recreation and Parks are to act as a liason between the section for Special Groups and recreation directors as one of the many functions they perform. Clearly this system needs to be reviewed given that five recreation directors claimed that their regional field consultant had never mentioned the handicapped, in addition to the one recreation director who felt the regional field consultant had not been of assistance regarding programs for the handicapped. Further questioning of the seven recreation directors whose regional field consultants had been of assistance was intended to classify the activities of the regional field consultants as to whether they acted as a liason with the Special Groups Section, or whether they were directly involved in solving problems and offering ideas regarding the handicapped independent of the Special Groups Section. In retrospect it may have been more effective to solicit a description of the specific actions of the field consultant. The recreation directors had difficulty classifying the activities of the regional field consultant into independent action and liason categories. It is unreasonable to expect that the recreation directors would always know the degree to which the regional field consultants were acting independently.

The declaration by 13 of 14 recreation directors that the materials sent by the Recreation Services to Special Groups Section is a finding that should be carefully considered. On the basis of the results of the survey it would be very difficult to identify all of the factors underlying this response; however the inherent communication difficulties in this situation are extremely complex. It was evident from the study that effective communication between the recreation departments surveyed and the Recreation Services to Special Groups Section on the whole had not been established. Perhaps, reliance on a third party liason, the regional field consultants, may be a central feature of this problem. There may be a case to be made for changing the mandate of the Recreation for Special Groups Section from that of a demand service to a service where direct links are established between community recreation departments and the Special Groups Section. Mailings which the majority of recreation departments do not feel they are in a position to use and thus are "filed away for future reference" as comment 062 suggests do not contribute to the improvement of recreation services for handicapped persons. The actions of the Special Groups Section may be founded on a premise that the majority of people receiving their mailings possess certain knowledges, competencies, interests and attitudes which in fact may not be the case. As directors indicated in comments 059, 060 and 063, the problems which the departments faced included a lack of money, a lack of expressed needs, as well as an inadequate level of organization to permit the utilization of the information provided. These kind of problems can be solved but until that time, until the particular departments reach a certain stage of development, it is unlikely that they will take advantage of the services Recreation for Special Groups has to offer.

In all fairness a share of responsibility rests with recreation directors who repeatedly receive mailings which they feel they are unable to use and yet do not let that be known or request help for the problems which prevent them from taking advantage of what is offered.

Communications with Advocate Groups

Have you been in communication with any advocate groups, for example:

- the Alberta Advisory Board on Recreation for the Disabled
- the Alberta Association for the Mentally Retarded
- the Alberta Sports and Recreation Association for the blind
- the Alberta Amputee Sports and Recreation Association
- the Alberta section of the Canadian Wheelchair Sports Association
- the University of Alberta?

If yes: What did they say? Were they helpful?

Three of the directors indicated they had not been in communication with any advocate groups. There were eight instances of contact with a local association for the handicapped. Eight directors said they had been in communication with the Alberta Advisory Board on Recreation for the Disabled, of which seven had received information and one had gone to a meeting. Two directors reported having had some contacts with Comserve. In two cases information had been received from the Alberta Association for Disabled Skiing, in one case from the Alberta Association for the Mentally Retarded and in one case from the Alberta Sports and Recreation Association for the Blind.

Three directors indicated an advocate group had been helpful, each citing a different group; The Alberta Advisory Board on Recreation for the Disabled in one instance, Comserve in another and a local association for the handicapped in another instance.

Comments Regarding Advocate Groups

065 - "They (the local association for the handicapped) are basically coming up with the ideas and we are trying to work together to get something out of it, to provide programs."

066 - (With reference to information from the Alberta Advisory Board on Recreation for the Disabled) "Yes its been very helpful. In fact that is the only way that I've been able to keep our association locally informed as to what's happening and coming up which they, as individuals, can participate in."

In a number of cases where the recreation department had been in touch with a local association for the handicapped, the recreation directors believed that the associations were not sufficiently organized or well established to be in a position to assist the recreation department. Furthermore, the strength of the liason relationship between recreation departments and local associations varied greatly.

As was the case with information sent by the Recreation Services Special Groups Section, a number of directors said that the recreation department, the local association for the handicapped, or both, were not sufficiently organized to take advantage of materials sent by the Alberta Advisory Board on Recreation for the Disabled.

Written Policies

> Is there a written policy originating either from the recreation board or from within the department which deals specifically with offering services to the handicapped?
>
> If yes: What are the essential characteristics of the policy? (Could I have a copy?)

Eleven recreation directors reported that their departments had no written policy regarding service provision to the handicapped. One of the affirmative respondents reported a clause within the fees and charges policy which stated that handicapped persons were required to pay only 25% of regular program fees. In the second case the policy was a section of the master plan which expressed a need for the development and upgrading of services to special groups. When asked the characteristics of the policy, the third affirmative respondent replied, "Just to provide services for them, programs to satisfy their needs" (see Appendix F).

The establishment of a written policy as presented in Appendix F reflects commitment on the part of a municipal recreation authority to the handicapped citizens of the community. Potentially, a written policy could serve as a guide for developing services, and as a means of ensuring continuity in service provision in the event of staff changes. Unfortunately only one recreation department had a well-developed policy which could facilitate the development of leisure services for the handicapped.

Staff Hesitancy Towards Working with the Handicapped

> A lot of people have expressed hesitancy toward working with the handicapped, usually saying things like:

"I don't know enough about them."

"I don't know how to act when I'm around them."

"I don't think I could cope with all the situations that might come up."

Do you feel any of your staff might have any of these kind of hesitancies about working with the disabled?

If yes: Could that be a problem or obstacle in implementing programs for the disabled?

How do you think people can overcome these kind of hesitancies?

If no (staff has no hesitancies): Do you attribute this to anything in the past?

As indicated in Table 9, eleven recreation directors felt some or all of the recreation staff had hesitancies about working with handicapped persons. The one respondent who did not know felt there had been no evidence of hesitancy in the past. Two respondents were of the opinion their staffs had no hesitances.

Table 9. Perceived Staff Hesitancies About Working with the Handicapped

Yes - Hesitancy Present	No Hesitancy	Don't Know
11	2	1

Of the two persons who identified no staff hesitancy, one attributed the lack of hesitancy to experience, while the other could not attribute it to anything in particular.

Speaking to the question of why hesitancy might not be present, the respondent who did not know if staff were hesitant suggested that working with the public puts a person in touch with a wide variety of people, that there are lots of individual differences "regardless of whether they're so called 'normal' or not .... Basically its just a matter of working with people, that's all."

Only three of the 11 respondents who answered that staff were hesitant about working with the handicapped felt this could pose problems in attempting to implement recreation programs for the handicapped through their department.

Eight recreation directors believed that the hesitancy of staff to work with handicapped people was not a limiting factor in the implementation of programs because: these staff were a small proportion of those available; only those who felt they could cope worked with the handicapped; an inservice training had proven effective in dealing with staff hesitancies.

Four recreation directors favoured workshops, clinics or courses to help people overcome hesitancies about working with the handicapped, four directors recommended practical experience and three directors felt a combination of both education and experience would be best.

Recreation Directors' Recommendations for Overcoming Staff Hesitancies

068 - Explain situations that might arise and how to deal with them.

069 - Find out what the (handicapped) people are like and become aware of various programs.

070 - Provide staff with supervised practical experience with someone who understands them (the handicapped).

071 - A well planned program helps.

072 - "Have someone explain to them (the staff) why these people (the handicapped) act the way they do."

073 - Use local associations for the handicapped as resources.

When asking one individual to give an opinion about the attitudes of other individuals it is difficult to assess the degree to which the personal attitudes or biases of the respondent enter into the answer. Of course, the recreation director is part of the staff of the recreation department and is also part of the local public, whose attitudes he or she assesses in the next question. So, given that a bias is imposed, it is a bias which represents the views of at least one member of each of the populations, and for the purposes of this study, a viewpoint of great importance be it the view of the majority or not.

It would be difficult to disagree with the recreation director who put forth the view that handicaps were part of the range of individual differences. There is probably a great deal of truth to the supposition that in working with the public, a great amount of experience in dealing with individual differences is gained. While it is true that handicapped people are in most ways like non-handicapped people, the director over-simplifies the situation greatly in saying that working with handicapped is "just a matter of working with people."

Of the three cases where the respondents were of the opinion that staff attitudes might present a problem in program implementation, two of the respondents offered the opinion that training or background would be helpful for the staff, prior to being asked how people could overcome hesitancies. Thus, while anticipating a problem, in their own minds the problem could not have been unsurmountable because they offered a solution without being asked if there was one. Two of the same three recreation directors volunteered their personal feelings in answering the question. One said he or she personally had felt all kinds of inadequacies doing volunteer work with the handicapped, while the other felt that he or she personally could 'handle it'.

One recreation director felt that all people had hesitancies about working with handicapped persons, which might imply that the respondent was hesitant about working with handicapped individuals.

In summary, the high percentage of recreation directors believing staff to be hesitant about working with disabled persons indicates the presence of a widespread problem. The solution to the problem is tied directly to the whole area of staff training and experience. Persons formulating workshop or training materials must deal with the hesitant kind of feelings which a portion of recreation staff will most likely have. There is a deeper aspect to this problem which must also be considered. That is, the degree to which factors like hesitancy affect the number of recreation staff members who register for workshops which have content about handicapped persons. It would be very difficult to advocate forcing recreation staff members to work with handicapped persons or to take related training sessions against their will. However, adopting a position of 'those that can work with the handicapped do, and those that can not do something else' may prove adequate if only segregated programs are offered, but it certainly is not a workable position if the department is attempting to integrate handicapped persons into a variety of the regular programs. The very people that are hesitant or have negative attitudes towards the handicapped are the people it is most difficult to reach through the conventional, voluntary, centralized workshop type of approaches.

Perceived Public Opinion to Integrated Services

> How do you think people feel about having a handicapped person in their recreation program, or their child's recreation program? Do you think it depends on the kind of handicap the person has?

The responses of the recreation directors regarding local public opinion towards integrated recreation services ranged from not being able to formulate an opinion to positive opinions towards integrated services.

The one individual who felt that public opinion towards integrated services was positive in his or her particular community, expressed the view that people learn to accept a handicapped individual through exposure to that person.

Three respondents indicated that no one in the community had responded negatively. Presumably positive responses were absent as well. One subject stated, "I don't think it bothers people."

Six subjects said there were mixed feelings on integrated services in their communities. Elaborating, two persons felt that children were positive but parents viewed integrated programs for their children in a negative manner. Further, one of the subjects attributed negative parental attitudes to an overemphasis on winning in children's sport, consequently an unskilled handicapped child would be perceived to be a liability to a team. Two other subjects thought that some people could accept the participation of a handicapped person while others could not. A fear was expressed that some children might 'pick on' a handicapped peer. Another subject felt that while the general population was starting to accept the handicapped more and more, the parents of handicapped children viewed integrated programs negatively.

Three persons felt the public had negative feelings toward integrated recreation services. Two of the three had received negative feedback from parents regarding integrated programs, and in one of these cases the parents had threatened to withdraw a child from an integrated program.

One subject could not judge how the local public felt about integrated recreation services.

Thirteen of the recreation directors thought people's views on integrated recreation would depend on the kind of handicaps participants had. Four directors indicated the likelihood of biases against the mentally handicapped while one director felt the local public were biased against those with visible physical handicaps.

Table 10. Perceived Dependence of People's Feelings Regarding Integrated Recreation on the Handicap(s) of Other Participants

Yes - It depends on the kind of handicap	No - It does not depend on the kind of handicap	Other
13	Nil	1*

People are less positively predisposed to:			
the mentally handicapped	the physically handicapped	severely handicapped persons	Other
4	1	4	4

* - the individual did not seem to understand the question

Four other recreation directors felt that the severity of the handicap was the most significant factor influencing public attitudes.

The four remaining recreation directors did not specify a particular handicapped group. One director said the feelings of the non-handicapped participants depended on the social and physical skills of the handicapped participants. Another respondent felt that while the degree of handicap was a factor, the ability of the handicapped person to communicate and be at ease in the situation was important. Furthermore, the amount of exposure a disability group has had was very important in creating positive public opinion towards a specific handicapped group.

How do recreation directors assess public attitudes on an issue? It is likely that specific incidents, complaints or comments, and personal feelings all influenced the directors' responses regarding public attitudes towards integrated services. In two of the cases in which the directors assessed public opinion as negative and in two of the cases in which the directors thought the public had mixed feelings, the directors alluded to specific negative incidents or complaints which formed a basis or a partial basis for each of their responses. Evidence of personal feelings revealed over the course of the interview was congruent with the assessment of public opinion in two other instances. One individual who had expressed some negative opinions thought that public opinion was negative. Another individual who expressed an ideological commitment to integration which was backed by strong commitment by the recreation board to integrate the handicapped, thought public opinion was positive.

Generally, the tendency was for recreation directors to play a passive role in determining public opinion, which is to say, they wait to hear from the public to determine how the public feels.

Thus, if the tendency of dissatisfied persons to register complaints is stronger than the tendency of satisfied persons to let their feelings be known, then the recreation director may tend to formulate his or her own beliefs about public opinion based on a biased sample. A negative response, or even no response to an integrated program is less likely to encourage a recreation department to continue a program or proceed with the development of new integrated programs than if some positive feedback is obtained.

Provincial and local advocate associations could play a major role in fostering community support for integrated recreation. The use of media advertisements, guest appearances on talk shows, speaking to other community groups and conducted poster campaigns are all methods which could be used to create positive public opinion. The comments of the recreation directors regarding biases towards specific groups seem to indicate that the greatest challenge will be for those advocating the participation of persons who are mentally handicapped or persons with any severe handicap.

Recreation Boards

> Could you tell me how the recreation board is appointed?
> Is there an effort to include people who will be a voice for the handicapped?
> Are any of the current board members handicapped themselves or the parents of handicapped children?
> If yes: Again, what were the focal points of the discussion? Was there any sort of consensus or any general areas of disagreement?

In twelve of the fourteen cases the recreation board was appointed by town council subsequent to the advertisement of vacancies on the board and the receipt of applications from local citizens. In these cases, the members who were appointed were either recommended by the recreation board or appointed independently by council.

The thirteenth recreation director served in a regional system and was responsible to a number of boards, one of which was appointed while the others were elected.

In the final case, the majority of the board members were delegates from service, community and professional groups with a few members at large.

There was only one reported instance of an effort made to include a person on the recreation board who would act as a voice for the handicapped. Four recreation directors reported having a board member who was the parent of a handicapped person.

The recreation board had had some discussion regarding the provision of services to the handicapped in only six cases. Three of these board discussions had occurred in the context of a recreation master plan.

Comments made by the recreation directors regarding recreation board discussions were:

074 - The consensus was "If there is a need run the program."

075 - The board wants to educate town council to accept it and say it is a good thing and to be prepared to pay for it.

076 - The board agreed serving the handicapped was a goal for the master plan.

077 - The board was approached by people attempting to get a program for handicapped adults going. They delegated a board member to attend the meetings but the group folded.

078 - The board meets once a year with the local association for the handicapped. This year they discussed the kinds of programs offered plus times and fees. The board was concerned that maybe there should be special fees. The local association felt the fees were reasonable and the times acceptable.

079 - "... the board member who is on that committee (local association for the handicapped) has outlined the structure of the association and what their plans and objectives are, and how they would be looking for assistance from the recreation department .... There was no disagreement by any of the board members. They all felt these people were part of the community and should be given the opportunity the same as any other individual in the community."

The following comments were made by recreation directors who could not recall any board discussions regarding the handicapped.

080 - "... they just leave the program to the staff."

081 - "I think (the board has not discussed it) because they are aware that we are doing as much as we can."

A number of recreation directors pointed out that candidates for the recreation board must have an interest in recreation in general, not just in a single area such as recreation for the handicapped.

Given that all board members do have an interest in recreation in general, it could be of benefit both to the recreation board and to handicapped persons if one board member also had a specific interest in recreation services for the handicapped. Having at least one member of each recreation board who is willing to actively advocate for the handicapped could increase the low incidence of discussion of the delivery of recreation services to the handicapped at the board level. As comment 079 indicates, such a board member could act as a liason with a local association for the handicapped and could also lobby internally for financial and moral support of improved services for handicapped members of the community. Maintaining a good communicative relationship between the recreation board and the local association for the handicapped would be facilitated by instituting an annual meeting between the two groups as was the case in comment 078.

Financial Barriers

> Are there any particular financial limitations which might hinder your department in programming for the handicapped?
>
> (Probes: lack of money to train or hire staff or to provide staffing hours or buy equipment)

Nine recreation directors indicated finances would likely hinder their departments in providing recreation services for the handicapped.

Eight of these individuals anticipated limitations in the provision of staffing hours and seven indicated a lack of funds for staff development. By way of elaboration two recreation directors said the problem of providing staff hours was most likely to occur if specialized one on one programs were undertaken without the aid of volunteers. The inability of the recreation department to purchase equipment was cited as a limitation by one director, as was the inability to provide transportation. Three of the nine directors with financial limitations on service provision for the handicapped revealed an overall shortage of funds in the department.

Of the remaining respondents, three indicated that finances would be a problem only if an attempt was made to institute programs which had not been included in the budget. Long range financing was not considered a problem. Two directors reported no financial limitations.

Comments Regarding Financial Limitations

082 - "If they are looking for X amount of dollars, let's say for two months, special dollars just set aside for the handicapped, I think we definitely have a problem."

083 - "If they can't use the regular program with volunteers we're in trouble."

Municipal agencies which are funded by taxpayers owe a responsibility to those taxpayers. A failure to allocate funds to provide recreation opportunities for handicapped persons is an evasion of responsibility to taxpayers who are handicapped or who have a handicapped family member. It is not unreasonable to expect the proportion of funds allocated to providing services to the handicapped to equal the proportion of handicapped individuals in the local population.

It is probably unrealistic to expect municipal recreation authorities to completely finance a large scale upgrading of recreation opportunities for the handicapped. In order that the quality of recreation available is improved and maintained over a long term basis, a vast improvement in support services available to recreation departments is needed. Provincial funding should be directed towards ongoing direct consulting services, staff and volunteer training programs, transportation, and regional demonstration projects, as well as special events and major building renovations. 'One shot' Provincial grants injected into community recreation departments to 'run a program' when support services are inadequate is a poor use of Provincial funds in that such grants do little to ensure an ongoing involvement by municipal recreation departments. The local departments should be prepared to take responsibility for providing staffing hours and undertaking at least minor building renovations.

Local and provincial advocate associations could play a stronger role in soliciting grant monies, and corporate and service club donations for special events or special equipment in rural municipalities. However, advocate associations should not be expected to supply funds to recreation departments to ensure a basic level of recreation programming is available to handicapped persons.

Physical Barriers - Facilities and Transportation

> The accessibility of public buildings, particularly to wheelchair users is an issue which has surfaced in Alberta in the recent past. Are you aware of any architectural barriers which might limit the use of your facilities to persons in wheelchairs, the visually impaired, or other groups?

If yes: Have any special requests for funds been made to the local funding agency or the Provincial government to make modifications?

Transportation is another part of the accessibility issue. What kind of options would be open to a handicapped person first of all, wanting to use the facilities during open recreation periods or secondly if the person was enrolled in a recreation program?

One recreation director was unable to pinpoint any barriers which remained in the recreation facilities. With reference to the problem of barriers he said, "We have been quite aware of that." Thus the department had removed barriers making the pool, the arena, the recreation director's office and all washrooms accessible.

Thirteen directors cited a total of 27 facility barriers of which they were aware.

Table 11. Facility Barriers in Thirteen Communities

	Recreation Office	Ice Arena	Swimming Pool	Meeting Rooms	Curling Rink	Others
Number of Communities with Barriers	8	6	5	3	3	1 (schools) 1 (all washrooms)

Several barriers were limiting but did not totally exclude handicapped participants. These included: an inaccessible snack bar in one of two arenas; an inaccessible outdoor swimming pool although the indoor pool was accessible; an inaccessible curling lounge although ice level and a viewing area were accessible. The remaining barriers were considered to be more serious in nature.

Stairs were the primary problem with recreation offices. Two recreation directors hoped to be moving the location of their offices in the near future, and one subject indicated that if a wheelchair user telephoned he would be most willing to meet at an alternate location.

Swimming pool barriers included turnstiles, obstructions in change rooms, steps into showers and to the pool deck and an inaccessible viewing area.

The difficulties with ice arenas included no accessible viewing areas, viewing possible only from the lobby, an inaccessible ice level and no accessible washrooms.

One subject noted that while access was good generally, some meeting rooms were inaccessible. The facility was new and an elevator was not included because of the cost. "If there were funds available (for an elevator) we weren't told ..."

Inaccessible curling lounges, the lack of an accessible viewing area and an inaccessible ice level were barriers cited in curling facilities.

Other instances mentioned were: barriers existed in school facilities used by the recreation department, and the washrooms in all recreation facilities in a particular community were not equipped to accommodate wheelchairs.

Eleven directors said they had not requested funds to eliminate facility barriers, although in one instance new facility construction was anticipated pending the outcome of a plebiscite.

Two directors had requested and received municipality funding through the regular budget and alterations were to be made in the current year.

The recreation directors did not differentiate between transportation options available for participation in programs versus options available for facility use in open recreational times.

Six directors were aware of a special bus available in their communities whereby arrangements for transportation could be made by the handicapped person by telephone.

Two directors were aware of taxi grants available to the handicapped.

Two of the recreation departments had volunteer drivers, one of which also had the use of a regular school bus if needed.

Six recreation directors indicated that at the present time individuals must get to programs or facilities on their own. However, in two cases a handibus was expected to be available in the community in the near future and in another case the director was aware of a special van but was unclear about arranging for its use.

As a method of assessing the accessibility of recreation facilities, using only the reports of recreation directors could not be considered as highly reliable. The data represents a conservative estimate of architectural barriers because errors of omission are more likely than the inclusion of structural features which are not barriers.

Part of the intent of the question is to give an insight into the kinds of barriers of which recreation directors are aware. Overall, awareness of the variety of different types of barriers was quite good. The negative aspect to this situation is that barriers continue to exist in facilities and transportation, limiting the opportunity of handicapped persons to be active participants or spectators. Particularly alarming is the high incidence of recreation offices which are inaccessible. While it is true that a wheelchair user could make specific inquiries about programs by telephone, it is also true that there are limitations to what can be accomplished by telephone.

The great range in the proportion of recreation facilities which contain barriers in individual communities, in the degree to which these barriers limit participation by handicapped persons and in the cost of eliminating barriers, makes it difficult to recommend a single course of action on the removal of barriers. Municipal recreation departments should be encouraged to act immediately to eliminate barriers which can be removed easily and at a low expense. Long range planning for barrier removal specific to individual communities should be made a priority in every municipality with recreation facilities.

Facility Restrictions

> Are there any restructions on when or under what circumstances handicapped people can use the facilities?
>
> _If yes_: Could you explain who is restricted and why?

There were no instances of restrictions on when or under what circumstances a handicapped person could use the facilities.

WRITTEN RESULTS

As tables 12 and 13 illustrate, the majority of recreation directors felt that handicapped citizens were not well served in terms of recreation by either local agencies for the handicapped or the municipal recreation department.

Recreation directors were equally divided on the question of whether handicapped persons or their advocates had become more vocal in demanding recreation services (table 14).

The majority of recreation directors favoured improving recreation

Table 12. In terms of recreation, the handicapped people in this community are well served by local agencies for the handicapped.

Response	Number Responded	Percentage Responded
1. strongly agree	0	0
2. agree	5	36
3. disagree	7	50
4. strongly disagree	2	14

Table 13. Handicapped people are well served by this recreation department.

Response	Number Responded	Percentage Responded
1. strongly agree	0	0
2. agree	4	29
3. disagree	10	71
4. strongly disagree	0	0

Table 14. In the past five years, the demand for recreation services by handicapped people and their advocates has increased in this community.

Response	Number Responded	Percentage Responded
1. strongly agree	1	7
2. agree	6	43
3. disagree	6	43
4. strongly disagree	1	7

services for seven of eight handicapped groups listed in table 15. The handicapped group most frequently identified as needing improved services was the physically disabled with 11 affirmative respondents, followed closely by the moderately mentally retarded with 10 affirmative respondents. The recreation directors were equally divided as to whether improved services were needed by mildly mentally retarded persons.

As illustrated in table 16 the recreation directors perceived their staffs to be more confident about providing recreation services to some handicapped groups than others.

The recreation directors were divided with small majorities agreeing that recreation staff and recreation board members favoured providing services to handicapped individuals (tables 17 and 18). The majority of recreation directors thought that the public favoured integrated recreation services (table 19).

The recreation directors were generally supportive on the idea of being involved with the handicapped across a continuum of service delivery approaches. However, they were divided as to whether their departments should be involved with Instructional Programs in Segregated Settings (table 20). Strong disagreement towards involvement in this type of program was registered by three respondents. A substantial majority of recreation directors favoured including a person who could act as a voice for the handicapped on the recreation board (table 21). However, support for including a voice for the handicapped on the recreation board was stronger than support for including a handicapped person on the board (table 22).

Most frequently cited as major problems in offering recreation services for the handicapped were the lack of identified participants for

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Table 15. Improved recreation services are currently needed in this community by: (eight handicapped groups)

Response	A. Mildly Retarded Persons	B. Moderately Retarded Persons	C. Severely and Profoundly Retarded Persons	D. Blind or Visually Impaired Persons	E. Deaf or Hearing Impaired Persons	F. Emotionally Disturbed Persons	G. Physically Handicapped Persons	H. Learning Disabled Persons	
1. Strongly Agree	1 (7)	1 (7)	3 (21)	2 (14)	2 (14)	3 (21)	1 (7)	1 (7)	Number (%)
2. Agree	7 (43)	9 (64)	6 (43)	7 (50)	6 (43)	4 (29)	10 (71)	6 (43)	Number (%)
3. Disagree	7 (43)	3 (21)	4 (29)	3 (21)	4 (29)	5 (36)	2 (14)	6 (43)	Number (%)
4. Strongly Disagree	1 (7)	0 (0)	0 (0)	1 (7)	1 (7)	0 (0)	0 (0)	0 (0)	Number (%)
No Response	-	1	1	1	1	2	1	1	Number

Table 16. There is currently a staff member in this department who would feel confident programming for: (eight handicapped groups)

Response	A. Mildly Retarded Persons	B. Moderately Retarded Persons	C. Severely and Profoundly Retarded Persons	D. Blind or Visually Impaired Persons	E. Deaf or Hearing Impaired Persons	F. Emotionally Disturbed Persons	G. Physically Handicapped Persons	H. Learning Disabled Persons	
1. Strongly Agree	3 (21)	3 (21)	1 (7)	1 (7)	1 (7)	1 (7)	2 (14)	1 (7)	Number (%)
2. Agree	9 (64)	8 (57)	3 (21)	5 (36)	4 (29)	5 (36)	8 (57)	9 (64)	Number (%)
3. Disagree	2 (14)	3 (21)	8 (57)	7 (50)	8 (59)	6 (43)	4 (29)	3 (21)	Number (%)
4. Strongly Disagree	0 (0)	0 (0)	1 (7)	1 (7)	1 (7)	2 (14)	0 (0)	1 (7)	Number (%)
No Response	-	-	1	-	-	-	-	-	Number

Table 17. The majority of staff members in this department favour providing direct services to handicapped persons.

Response	Number Responded	Percentage Responded
1. strongly agree	1	7
2. agree	6	43
3. disagree	5	36
4. strongly disagree	0	0
No Response	2	14

Table 18. The majority of members of the Recreation Board favour providing direct services to handicapped persons.

Response	Number Responded	Percentage Responded
1. strongly agree	2	14
2. agree	6	43
3. disagree	5	36
4. strongly disagree	0	0
No Response	1	7

Table 19. People in the community are generally in favour of having handicapped persons integrated into regular programs.

Response	Number Responded	Percentage Responded
1. strongly agree	0	0
2. agree	9	64
3. disagree	4	29
4. strongly disagree	0	0
No Response	1	7

Table 20. The recreation department in this community should be involved in some capacity at the following points on the service delivery continuum.*

Response	Instructional Program in a Segregated Setting	Instructional Program in a Public Setting	Integrated Program with Supports	Regular Community Program	
1. Strongly Agree	1 (7)	2 (14)	3 (21)	5 (36)	Number (%)
2. Agree	6 (43)	10 (71)	11 (79)	9 (64)	Number (%)
3. Disagree	4 (29)	2 (14)	0 (0)	0 (0)	Number (%)
4. Strongly Disagree	3 (21)	0 (0)	0 (0)	0 (0)	Number (%)

* Arsenault and Wall Service Delivery Continuum (Simard and Wall, 1979)

Table 21. Attempts should be made to include on the Recreation Board a person who will act as a voice for the handicapped.

Response	Number Responded	Percentage Responded
1. strongly agree	2	7
2. agree	9	64
3. disagree	2	14
4. strongly disagree	1	7

Table 22. Attempts should be made to include a person who is handicapped on the Recreation Board.

Response	Number Responded	Percentage Responded
1. strongly agree	2	14
2. agree	6	43
3. disagree	5	36
4. strongly disagree	1	7

programs and the lack of trained personnel, followed by the lack of trained volunteers (table 23).

Table 23. Potential Problems in Offering or Improving Services for the Handicapped

	Major Problem	Minor Problem	Not A Problem
1. lack of adequate facilities	4	6	4
2. lack of adequate transportation	2	6	6
3. lack of trained personnel	8	4	2
4. lack of trained volunteers	6	6	2
5. lack of direct consulting services	3	7	4
6. lack of identified participants for programs	8	4	2
7. lack of written program materials	3	4	7
8. lack of equipment	3	9	2
9. attitudes of the public at large	4	4	6
10. attitudes of persons in the recreation department	0	5	9
11. attitudes of persons on the Recreation Board	0	4	10
12. others: ____________________	0	0	0

CHAPTER V

SUMMARY AND CONCLUSIONS

ORAL AND WRITTEN DATA

Assessing Needs

As this study and previous studies have shown, recreation departments often express difficulties in contacting handicapped individuals to determine what recreation services are needed. A number of factors make the possibility of handicapped individuals contacting the recreation department unlikely.

Information regarding the estimated or actual incidence of specific handicapping conditions in each community has the potential to be extremely helpful to recreation departments. While there are estimates currently available, the reliability of the estimates, particularly for small communities, is open to question. Furthermore the applicability of the definitions of handicaps to the field of recreation is also very questionable. Hopefully current research on the incidence of handicapping conditions(1) will be of greater utility to recreation practitioners.

Requests for Services

There are numerous factors which limit the validity of a discussion on the relationship between the incidence of handicapping conditions in the population and the incidence of requests for recreation services and recreation services provided. First of all the interviewer did not attempt to ascertain the actual number of handicapped individuals which the recreation departments were serving. Secondly, as mentioned previously, the incidence of handicapped individuals living in small communities is uncertain. Thirdly, it would be difficult to make any assertions about what proportion of the handicapped population could reasonably be expected to be involved in municipally sponsored recreation. Should the proportion of handicapped citizens involved in recreation be the same as the proportion of non-handicapped citizens who are involved? Or should the commonly cited circumstances of high unemployment and large amounts of leisure time amongst the handicapped lead to the expectation that a higher proportion of the handicapped population should be involved in municipal recreation?

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(1) Personal communication with J. Brehaut, Research Officer, Research and Planning, Alberta Social Services and Community Health.

In addition to the three points raised in the preceding paragraph, there are limitations to the reliability of the recreation directors' reports. This study does not enable an assessment of the frequency with which individuals with handicapping conditions have participated successfully in regular programs without support, and hence are somewhat "invisible" to the recreation directors.

Keeping the aforementioned limitations in mind, if it is accepted that the incidence of handicapping conditions in small Alberta communities approximates the overall estimates of handicapping conditions in the total population, by using a round figure of 10% [Sherrill, 1976, (> 10%); Kirk, 1972, (10.035%); Brehaut, 1978, and Dreimanis, 1979, (9.3%)], the total handicapped population of all centres surveyed would range between 7,940 (Canada Census population figures) and 10,728 (recreation directors' estimates of total population served). Owing to the tendency of handicapped persons to move to centres where special services are available, the actual figures would likely be somewhat lower. In any event, it seems fair to say that requests by handicapped persons for recreation services and services provided by the municipal recreation department to handicapped persons are both low in frequency relative to the incidence of handicapped conditions in the population.

Responses to Requests for Services

The actual proportion of requests by handicapped persons which recreation departments were able to meet with recreation services is an encouraging finding. Of course, as previously indicated there are limitations to the accuracy of the reports. The true incidence of either requests which did not result in a service or requests which did result in a service may be higher than recreation directors recalled.

It is particularly interesting to note the frequency with which handicapped persons were integrated into regular programs. The absence of parallel service systems cited by Melchers (1976B) as a major factor in maintaining segregation, seems to be a factor facilitating integration in small communities.

Comments Regarding Programs

The comments made by the recreation directors regarding the participation of handicapped persons in both special and regular programs reflects a great variability in the state of the art of providing recreation for handicapped persons. This variability was reflected in the recreation directors' knowledge regarding handicapping conditions, the ideology of normalization and the process of achieving integration in recreation, all of which appeared to have a considerable bearing on the success of the recreation programs. Several of the comments are excellent examples of how to provide services to handicapped consumers.

Advertising

While the majority of recreation departments utilized a variety of advertising methods, the advertising strategies employed frequently lacked sophistication in terms of promoting the participation of handicapped community members. In some instances recreation departments had used direct contact methods, all-welcome statements or listing a local association for the handicapped as a co-sponsor of programs. Unfortunately the advertisement of a general support clause offering to aid handicapped persons through an integrative process had not been undertaken by the departments surveyed.

Staff Discussions

There really does not appear to be a great deal of dialogue about services for handicapped persons occurring within recreation departments. One would expect that increasing the dialogue not only could help the recreation director keep in touch with staff feelings about operating programs but also could generate ideas about beneficial changes to existing programs or the development of new programs to meet the needs which staff members are encountering.

In some communities it was apparent that careful program planning by recreation administrators as well as appropriate staff training and an ongoing dialogue amongst all staff had contributed to the continuing development of quality recreation services for handicapped individuals. Unfortunately, in other communities the staff did not have adequate training, the administrators were unaware of the feelings of the program staff and ultimately there were some very negative results.

Education and Experience of Recreation Staffs and Volunteers

The results of this survey indicate that there is a need to provide recreation staffs and volunteers with educational and experiential opportunities in order that they might upgrade their knowledge and skills.

In assessing what kinds of staff training should be provided and to whom, consideration should be given to the handicapped groups for which recreation directors were not confident about providing programs; the handicapped groups which the recreation directors thought were most in need of improved services; and the incidence in the population of all of the groups implicated above. Furthermore, the infrequent expression of knowledge about the process of integration by the recreation directors has implications for staff training. In addition, consideration must be given to instructional methods which are appropriate to the upgrading kinds of programs which a number of the recreation directors favoured. It is also important that each recreation department receive appropriate staff training for administrative, supervisory staff, for program staff and for volunteers and that adequate numbers of persons become trained.

On the basis of the results, a great deal of attention should be given to how staff training is provided. Centralized workshops promoted through mailed pamphlets seem to be of limited utility in effecting lasting changes on the programming practices of recreation departments in rural communities. This indicates the need for alternative approaches in the area of staff training.

The Use of A Continuum Approach to Service Delivery

While none of the departments surveyed had been using a model of a service delivery continuum such as the one proposed by Arsenault and Wall (1979), the recreation directors were generally positive about the possibility of doing so. While admittedly words do not necessarily translate into actions, the expressed support for upgrading programs and for integration is contrary to what is reported in the literature (Hutchison and Lord, 1979; Sensrud, 1978). However, enthusiasm over expressed support for an integrative continuum must be somewhat tempered owing to the fact that the questions asked if the recreation director felt the recreation department could be involved "in some capacity" with each of the four program alternatives. Variability in the interpretation of this clause was apparent. Some directors alluded to a limited, passive involvement whereby supervised facilities, consulting services and assistance in obtaining funds would be provided to a local association for the handicapped. Other directors were eager to play an active role in developing and promoting the services on the integration continuum.

Perhaps the most important point to be made is that there was no overt resistance on the part of the recreation directors to having handicapped persons participate in municipally sponsored recreation programs in the regular community facilities. A number of recreation directors had reservations about the ability of many handicapped persons to participate without support but the directors were not opposed to the idea of handicapped persons participating with support. Furthermore, as illustrated in table 20, opposition to involvement with instructional programs for handicapped persons in the community facilities was extremely limited. A number of recreation directors conveyed a real sense of responsibility for meeting the recreation needs of all citizens of the community, and therefore perceived the handicapped citizens of the community as part of that responsibility.

Community based recreation for handicapped citizens could be facilitated by the promotion of a service delivery continuum, be it the Arsenault and Wall continuum used in this study or perhaps other models such as the Hutchison and Lord (1979) "upgrade, educate, participate" model.

Individualized Instruction

The majority of recreation directors were prepared to agree with the portrayal of individualized instruction as a useful instructional method to upgrade the recreation skills of handicapped participants. Furthermore, many of the recreation directors expressed a willingness to utilize individualized instruction in programs offered under the auspices of the recreation department.

While a large number of respondents claimed familiarity with this instructional approach, owing to the expressed lack of experience it must be assumed that almost all of the recreation departments would require some staff or volunteer training prior to implementing programs involving this instructional approach.

In response to this question and at other points in the interview, some of the recreation directors expressed reservations about the financing of "one-on-one" programs.

In part these concerns seem to be related to a misinterpretation of some of the characteristics of individualized instruction.

Contacts with the Recreation Services to Special Groups Section of Alberta Recreation and Parks

Generally speaking, there is currently only one way communication between the recreation departments in rural communities and the Special Groups Section, which is to say that the recreation departments receive information through a regional field consultant or mailings from the Section. While respecting the autonomy of each recreation department, it would seem that closer links and improved communications between the Special Groups Section and the recreation departments would be beneficial.

The demand service system appears to be an overly passive system for an area which is in need of active development work (Hutchison and Lord, 1979).

Further research directed towards identifying factors which prevent municipal recreation departments from utilizing resources offered by the Special Groups Section could be beneficial.

Communications with Advocate Groups

It has been recommended that advocate groups play a leading role in promoting the involvement of handicapped citizens in community recreation (Melchers, 1976A). Many of the communities surveyed had an advocate group actively involved in facilitating recreation. Some of the functions which these groups were performing included: providing support services, identifying resources and acting as a liason between handicapped citizens and the recreation department. However, in several situations the local advocate group appeared to have too great a responsibility for the day-to-day operation of the recreation programs rather than serving as a monitoring, evaluating or supporting function.

Generally, provincial advocacy bodies appeared to be having very little effect on the development of recreation services for handicapped persons in the communities surveyed.

Several recreation directors indicated that public opinion towards particular handicapped groups was largely influenced by the amount of exposure which handicapped groups received. As Melchers (1976A) has suggested campaigns directed at creating positive public opinion on integration could be a vital function of advocate groups.

Written Policies

As a number of authors have stated or implied (CAMR, 1980, Edginton et al. 1978, Hutchison and Lord, 1979, Witt, 1974) a written policy can serve a useful function in helping recreation departments provide services for handicapped persons. It is apparent from this survey that written policies regarding service provision for the handicapped continue to be rarely found in small community recreation departments.

Given the potential utility of a written policy recreation departments should be encouraged to develop a policy. Possible sources of assistance in policy formulation include local advocate groups, handicapped citizens, local professionals with special knowledge of the handicapped, provincial advocacy bodies and the Provincial Recreation and Parks Department.

Staff Attitudes Towards Service Provision for the Handicapped

Recreation directors believed that staff members tended to be hesitant about working with the handicapped. Although staff attitudes were considered as only a minor problem or not a problem at all by the directors, it is certainly an area which merits attention by persons promoting integrated recreation.

Authorities which provide staff training opportunities must consider staff hesitancy as a factor with implications on both the content of staff training materials and the way in which staff training opportunities are presented.

In considering the degree to which staff attitudes may present a barrier to handicapped persons it is perhaps appropriate to review the data from tables 17 and 20. Five recreation directors felt their staffs did not favour providing direct services to handicapped persons. The directors themselves all favoured some sort of involvement in regular programs and integrated programs with supports. This could either be interpreted to mean that the five recreation directors had different opinions than the majority of their staff members or that the kind of involvement which they favoured was of an indirect nature. While the latter supposition seems most likely, further study would be required to substantiate this point.

Public Opinion on Integrated Services

Despite the cautious interpretation of public opinion during the interview, in answering the written questionnaire a majority of recreation directors expressed the opinion that the local public favoured integrated recreation. However, there were four recreation directors who felt that the public were not in favour of integrated recreation and four recreation directors who indicated that public attitudes could present a major problem in offering or improving services for handicapped persons. As the incidence of handicapped persons living in the community increases it could be expected that the public would become increasingly more accepting of the handicapped. Advocate associations, government agencies, and recreation departments could all play significant roles in fostering community acceptance of the handicapped and public support for integrated recreation.

Recreation Boards

It was apparent from the interviews that recreation boards in the communities surveyed generally had had little or no discussion about providing services to handicapped citizens. Considering that only six of the recreation directors could recall any related board discussions, the basis upon which seven other recreation directors were able to judge the majority opinion of the board in order to provide an answer on the written questionnaire is open to speculation. Given that recreation directors reporting board discussions intimated or stated that the board was in favour of providing direct services to handicapped persons it would seem that the five negative responses in the written questionnaire were submitted by recreation directors who did not report board discussions. In any event, as illustrated in table 23 recreation directors felt that board attitudes were the least significant problem in offering or improving services for handicapped persons. The inclusion of a board member with specific interests in recreation service provision to handicapped citizens, an action which would likely increase board discussions, was favoured by the majority of the recreation directors.

Financial Limitations

Recreation authorities should consider financial obligations to services for handicapped citizens as equivalent to those for non-handicapped citizens (Witt, 1973, Hutchison and Lord, 1979). Many of the recreation directors considered finances to be a limiting factor to offering recreation programs for handicapped individuals. These concerns were focused on the ability of the department to provide staff training and program staff salaries.

Physical Barriers - Facilities and Transportation

This study indicates that there are numerous facility barriers in small Alberta communities. Although many recreation directors were aware of existing barriers, few had made plans for eliminating these barriers.

In planning for barrier removal there are two factors which should be considered; the cost of removing barriers, and the degree to which specific barriers limit participation in individual communities. Given the ultimate goal of ensuring that all recreation facilities in the province are barrier free, immediate action should be taken to eliminate barriers which can be removed inexpensively and barriers which greatly restrict the recreation opportunities of handicapped citizens. Long range planning for the removal of all existing barriers should be undertaken in every community.

With the advent of the handibus in many small municipalities it appears that transportation as a factor which limits recreation participation is diminishing in significance.

Facility Restrictions

Restrictions on facility use by handicapped persons did not exist in any of the communities surveyed.

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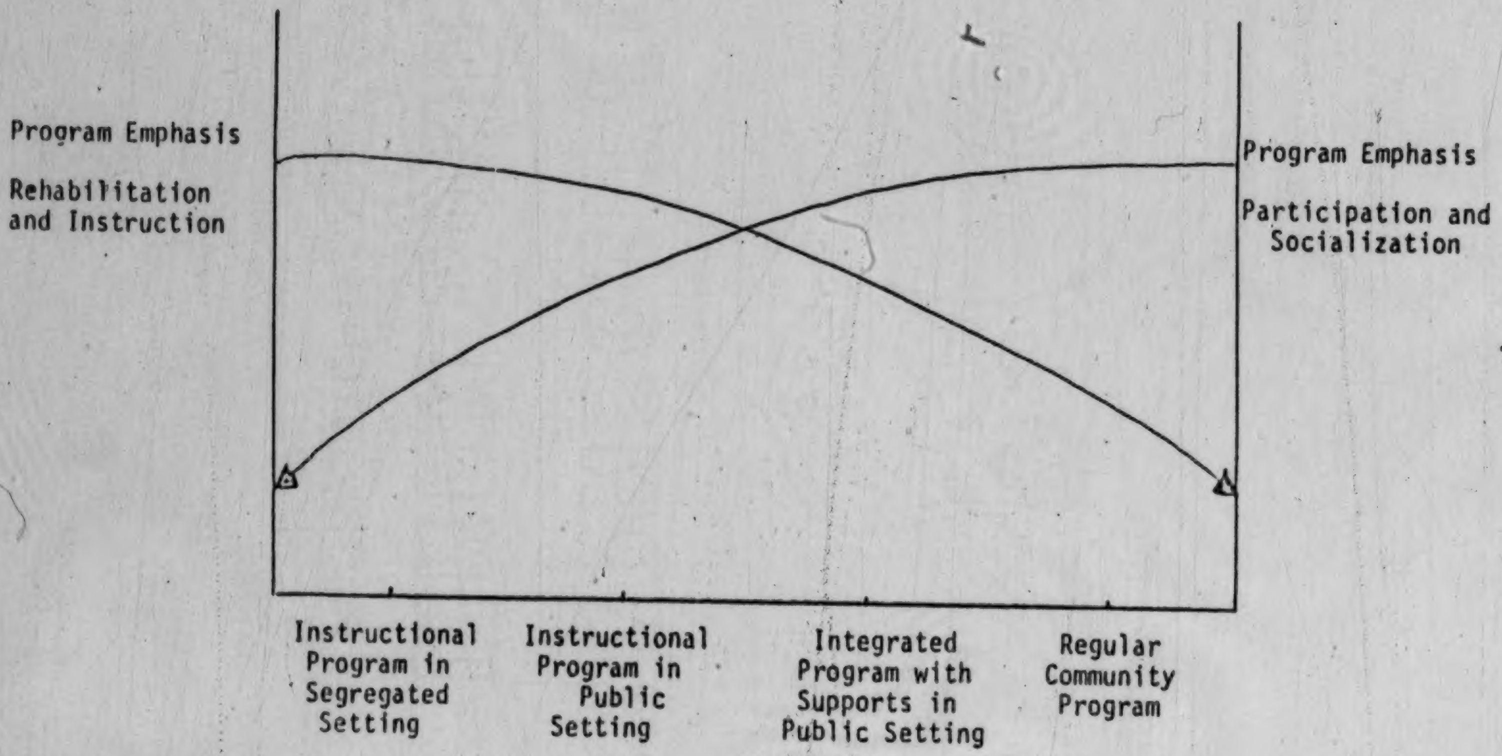
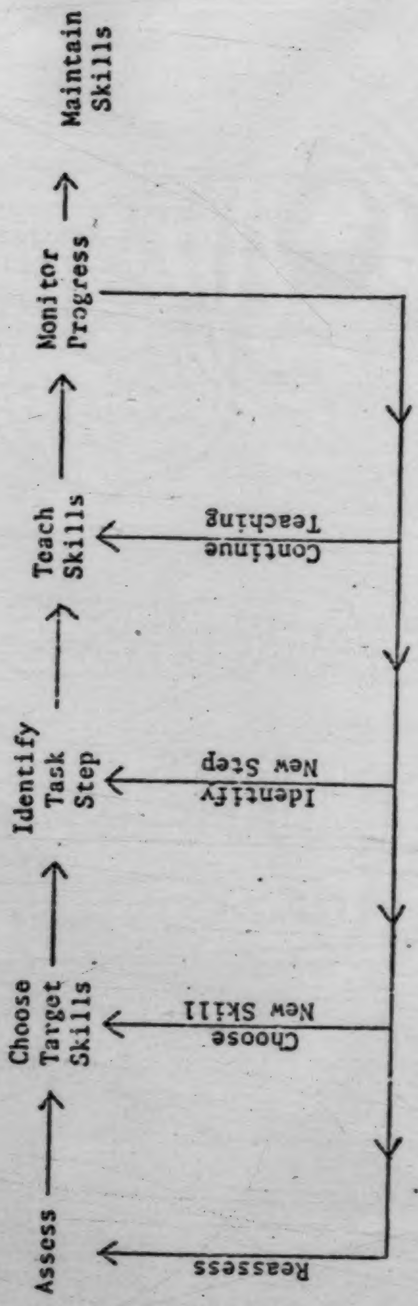
APPENDIX A

INTERVIEW MATERIALS

Arsenault and Wall Service Delivery Continuum
Individualized Instruction Model
Task Sequence


Program Emphasis
Rehabilitation and Instruction
Program Emphasis
Participation and Socialization
Instructional Program in Segregated Setting
Instructional Program in Public Setting
Integrated Program with Supports in Public Setting
Regular Community Program

An Adapted Physical Activity Delivery System Model (after Hutchison and Lord, 1975; Arsenault, 1978).


Assess
Choose Target Skills
Identify Task Step
Teach Skills
Monitor Progress
Maintain Skills
Reassess
Choose New Skill
Identify New Step
Continue Teaching

JUMPING DOWN

EQUIPMENT

Boxes and benches
of various heights

TASK SEQUENCE	PHYSICAL PROMPTS	OTHER TEACHING SUGGESTIONS
1. Step down from shin height one foot to the other foot.	CM. Face child, hold both hands and pull so child steps off bench. MP. Pull with one hand, releasing after take-off.	Step down from bench into hoop target on floor, jump board, etc. Stand behind child holding under shoulders or holding hands around front of child. Give gentle push at shoulders or short pull from hands. Step down with child, holding his hand and reducing prompt. Gradually increase height from which child steps down. Use a small set of stairs for child to step down.
2. Jump down from shin height with a two-foot take-off and landing.	CM. Face child and hold both hands. Pull downward on hands so that knees bend, then pull up and lift child off bench to floor. Be sure child is momentarily suspended.	Jump onto a crash pad, into sand, snow or foam rubber. Move target further away from take-off spot.

TASK SEQUENCE	PHYSICAL PROMPTS	OTHER TEACHING SUGGESTIONS
	MP. Manipulate child into slight crouch then hold hands out in front so that child reaches for them as he jumps. Reduce contact time until child touches hands only on landing. Finally, hold out hands but do not allow contact throughout jump.	Fade prompts by releasing child's hands in air, decreasing contact time in successive trials. Encourage child to land low, with knees bent.
3. Jump down from knee height with two foot take-off and landing.	MP. Hold hands out in front so that child reaches for them as he jumps. Reduce contact time until child touches hands only on landing.	Gradually increase height of jump. Say 'Jump to me' and stand back 4' - 5'. Jump onto crash pad. Do a jump, land and roll (or fall) on a crash pad.
4. Jump down from hip height with a two-foot take-off and landing.	MP. Hold one hand and reduce prompt by releasing child's hands in air, decreasing contact time in successive trials.	

APPENDIX B

ORAL QUESTIONNAIRE

INTERVIEW QUESTIONS FOR RECREATION DIRECTORS

1. How do you determine or keep in touch with the needs of people in your community? (advertise and wait for a response, survey questionnaires, rely on requests or complaints, public meetings)

2. To the best of your knowledge have there been any requests of your department for recreation services by handicapped individuals or their families or friends?

   I'm thinking of people who are blind or deaf, slow learners, mentally retarded, wheelchair users, or people with artificial limbs.

   If yes: What was the nature of the request(s)?
   About how many requests would there have been, say in the past year?
   For what types of disabilities?

3. Could we consider each disability separately?

   A. First of all, the physically disabled, were you able to help them out?

   Probes: Were they served in the regular program?*
   Was a special program organized?*
   Did you feel that services could not be offered at that time?**
   Did you refer them to someone else?**

4. *If yes: How do you feel it worked out for all concerned?

**If yes: Did they find another service? Did they have to go to a larger community?

Repeat 3 and 4 for B) the mentally retarded
C) others (blind, deaf, emotionally disturbed)

5. How does a disabled person or the family of a disabled person know about recreation opportunities for them in your community?

6. Have there been any discussions within your department about offering services to special populations which were not a direct result of a request for service?

If yes: What do you think led to this discussion?
What were the focal points of the discussion?
Was there any sort of consensus, or any general areas of of disagreement?

7. Do you have any staff members with formal education or practical experience in the area of special populations?

If yes: What is the nature of their experience?
(Probes: teaching, coaching, advocate, counselling, other)
With which disabled group or groups?

8. How do volunteers fit into the scheme of things in your department? Do they figure prominently in all or some of your programs? (If used in a program for the handicapped): Do volunteers run the program or assist a staff member?
Has the department trained any volunteers to work specifically with the handicapped? Do you have any handicapped volunteers?
If yes (to either of the two preceding questions): How has it worked out?

9. A number of people in the recreation area have suggested that the services needed by physically, mentally, sensory and other disabled populations really fall on something of a continuum. Maybe I could just show you a diagram to show you what I mean. On one end of the continuum the focus is on segregated instructional upgrading type programs. This would be, for instance, a cardiac patient getting an exercise program at a hospital, or perhaps a young mentally retarded child learning to catch or kick a ball at a special school or institution. On the other end of the continuum are regular participation programs which are integrated. There might be a double leg amputee in the canoeing program, or a senior citizen with failing vision as a member of the ballroom dance club. In these cases the people participate without any special support. In between these two ends fall instructional programs which take place in a public setting, like swimming lessons for physically disabled children; and integrated programs where the handicapped function with a minimum of special supports, such as assistance in transportation, changing clothes,

or even in the way the instructor structures the class. So in this particular model we have four program approaches:

1. the instructional program in a segregated setting,
2. the instructional program in an integrated setting,
3. the integrated program with supports, and
4. the regular community program.

Are you with me? Any questions about any stage?

RE: question 3: (If they were serving people or had had requests)

Do you feel you are using this kind of approach? In what ways? How do you feel about the possibilities of providing programs at each stage of the continuum?

10. I'd like to focus on the instructional upgrading type of programs for a few moments. Many recreation departments have not traditionally been involved in this kind of program. However, realistically these programs are needed by a large number of handicapped persons as a stepping stone in order that they might eventually be integrated into regular programs. In many communities the onus seems to fall onto the recreation department because it is the only outlet for recreation services.

Individual instruction which may or may not take place within a group setting is a desirable way of programming. The specific characteristics here are that each participant is assessed individually and the instructor works at least part of the time one on one with the participant on an individually prescribed program. So, the instructor makes plans about what objectives are appropriate, assesses what the individual can do, prescribes and teaches according to the assessment, then evaluates the effects of the instruction on each person. (show diagram)

Are you familiar with this kind of approach?

Does the department offer any programs like this or have they in the past?

If yes: Is task analysis (where everything to be learned is broken down into small, successively ordered parts) used, or are written task analysed sequences such as this one used? (present example)

If no (no programs offered): Do you know of any staff members who have experience in this kind of program?

Do you think this kind of approach could really come in handy in implementing programs for the disabled?

11. The provincial government has a section for recreation services to special groups. Have you received anything from them?

(Probes: letters, pamphlets, workshops)

If yes: Has this been useful to the department?

Are you aware of any ways they have been active?

Has the regional recreation consultant been of assistance first of all directly by giving information about the handicapped or secondly as a liason between your department and the section for special groups?

12. Have you been in communication with any advocate groups, for example:
    - the Alberta Advisory Board on Recreation for the Disabled
    - the Alberta Association for the Mentally Retarded

- the Alberta Sports and Recreation Association for the Blind
- the Alberta Association for Disabled Skiing
- the Alberta Amputee Sports and Recreation Association
- the Alberta section of the Canadian Wheelchair Sports Association
- the University of Alberta?

If yes: What did they say?
Were they helpful?

If no: These groups might be helpful in getting programs started.

13. Is there a written policy originating either from the recreation board or from within the department which deals specifically with offering services to the handicapped?

If yes: What are the essential characteristics of the policy?
(Could I have a copy?)

14. Alot of people have expressed hesitancy toward working with the handicapped, usually saying things like;
"I don't know enough about them."
"I don't know how to act when I'm around them."
"I don't think I could cope with all the situations that might come up."
Do you feel any of your staff might have any of these kind of hesitancies about working with the disabled?

If yes: Could that be a problem or obstacle in implementing programs for the disabled?

How do you think people can overcome these kind of hesitancies?

If no (staff has no hesitancies): Do you attribute this to anything in the past?

15. How do you think people feel about having a handicapped person in their recreation program, or their child's recreation program? Do you think it depends on the kind of handicap the person has?

16. Could you tell me how the recreation board is appointed? Is there an effort to include people who will be a voice for the handicapped?

    Are any of the current board members handicapped themselves or the parents of handicapped children?

    Have there been any discussions by the board members about offering services to the handicapped?

    If yes: Again, what were the focal points of the discussion? Was there any sort of consensus or any general areas of disagreement?

17. Are there any particular financial limitations which might hinder your department in programming for the handicapped?

    (Probes: lack of money to train or hire staff or to provide staffing hours or buy equipment)

18. The accessibility of public buildings, particularly to wheelchair users is an issue which has surfaced in Alberta in the recent past. Are you aware of any architectural barriers which might

limit the use of your facilities to persons in wheelchairs, the visually impaired, or other groups?

If yes: Have any special requests for funds been made to the local funding agency or the provincial government to make modifications?

Transportation is another part of the accessibility issue. What kind of options would be open to a handicapped person first of all, wanting to use the facilities during open recreation periods or secondly if the person was enrolled in a recreation program?

19. Are their any restrictions on when or under what circumstances handicapped people can use the facilities?

If yes: Could you explain who is restricted and why?

APPENDIX C

ORAL QUESTIONNAIRE RECORDING FORM

ANSWER FORMATS FOR RECREATION DIRECTORS' INTERVIEWS

1. ☐ Rely on requests or complaints
   ☐ Advertise services and wait for a response
   ☐ Survey questionnaires
   ☐ Organize public meetings
   ☐ Attend meetings of local groups or associations
   ☐ Other: ______________________________

2. Requests for service: ☐ Yes ☐ No

C
Nature of request: T ____________ Handicap; ____________ Type of Service
A

C
T ____________ Handicap; ____________ Type of Service
A

C
T ____________ Handicap; ____________ Type of Service
A

C
T ____________ Handicap; ____________ Type of Service
A

Number of requests: ____________

Types of disabilities: ____________ ____________

____________ ____________

____________ ____________

3A: Physically Disabled

☐ Regular program
☐ Special program
☐ No service
☐ Referral

---

4. Result:

☐ found other service
☐ went to larger community
☐ other ____________

Result:

☐ positive comments ☐ neutral or mixed comments ☐ negative comments

Comments: ________________________________

____

____

3B: Mentally Retarded

☐ Regular program
☐ Special program
☐ No service
☐ Referral

---

4. Result:

☐ found other service
☐ went to larger community
☐ other

Result:

☐ positive comments ☐ neutral or mixed comments ☐ negative comments

Comments: ________________________________

____

____

3C: Other Handicaps ☐ Blind ☐ Emotionally disturbed
☐ Deaf ☐ Other ____________

☐ Regular program
☐ Special program
☐ No service
☐ Referral

---

4. Result:
☐ found other service
☐ went to larger community
☐ other

Result:
☐ positive comments ☐ neutral or mixed comments ☐ negative comments

Comments: ____________________________________
____
____

5. Publicity of opportunities:
☐ word of mouth ☐ contact associations for handicapped
☐ newspaper
☐ brochures delivered
☐ radio
☐ other: ____________

Specify: ☐ program for a type of disability
☐ program for all handicapped
☐ all welcome

6. Staff discussion: ☐ Yes ☐ No

Leading to the Discussion:
☐ family/friend of staff is handicapped
☐ local/regional/national media coverage
☐ public awareness campaign
☐ professional development context (workshop, course, regional consultant)
☐ other: ____________________

Focal points: ____________________
____
____
____

Consensus: ☐ Yes ☐ No
____
____
____
____

Disagreement: ☐ Yes ☐ No
____
____
____
____

7.

Number of Staff

Formal Education:
☐ 1 or 2 college courses in area
☐ 2 year college specialization
☐ 4 year degree specialization
☐ other: ____________________

Practical Experience:	☐ teaching	☐ P. H.	☐ M. R.	☐ other ________
	☐ coaching	☐ P. H.	☐ M. R.	☐ other ________
	☐ leisure counselling	☐ P. H.	☐ M. R.	☐ other ________
	☐ advocate	☐ P. H.	☐ M. R.	☐ other ________
	☐ other: ____________________			

8. Volunteers used in:

☐ all programs ☐ some programs ☐ no programs

☐ not used in handicapped program

If yes ☐ used in handicapped program

☐ only used in handicapped program

☐ run the program

☐ assist recreation staff member

☐ other: ______________

Trained to work with handicapped: ☐ Yes ☐ No

Handicapped volunteers: ☐ Yes ☐ No

Comments: ____

____

____

____

9. Using continuum approach: ☐ Yes ☐ No

How: Offer ☐ 1 Specify programs: ______________

☐ 2 ______________

☐ 3 ______________

☐ 4 ______________

Comments: ______________

____

Possibility of offering each stage:

☐ could offer all

☐ only 2, 3 and 4

☐ only 3 and 4

☐ only 4

☐ other combination

☐ could offer none

Comments: ______________

____

____

10. Individual Instruction: familiar ☐ Yes ☐ No

Offered: ☐ Yes ☐ Previously ☐ Never

Comments: ______________

____

____

____

Task analysis: is used ☐ Yes ☐ No

with written materials ☐ Yes ☐ No

Staff experienced in individualized programs:

☐ Yes ☐ No ☐ Don't Know

Useful as an approach for handicapped:

☐ Yes ☐ No ☐ Other: ____________

Comments: ______________________________

____

____

____

11. Recreation services to special groups:

☐ letters ☐ pamphlets ☐ workshop ☐ other: ____________

Useful: ☐ Yes ☐ No

Aware of activies ☐ Western Canada Conference on Integration in Recreation

☐ Workshops: ____________

____

☐ other: ____________

____

Regional Recreation Consultant:

☐ directly useful regarding handicapped

☐ liason

☐ never talked about the handicapped

☐ not in touch at all

Comments: ______________________________

____

____

12. In touch with advocates:

☐ AABRD

☐ AAMR

☐ AS & RAB

☐ AADS (AASA)

☐ AAS & RA

☐ CWSA

☐ U. of A./U. of C./U. of L.

☐ Other ____________________

Said: ____

____

____

____

Were helpful: ☐ Yes ☐ No

13. Have a written policy: ☐ Yes ☐ No

Origin: ☐ Board ☐ Department ☐ Other: ________________

Characteristics: ______________________________________

____

____

14. Hesitancy:

☐ Present ☐ Not Present ☐ Doesn't Know

Implementation problem

☐ Yes

☐ No

Why no hesitancy:

____

____

Overcome problem: ☐ read literature
☐ workshops
☐ university/college
☐ practical experience
☐ other: ______________________
____

15. Public opinion on integrated service:

☐ value positively ☐ mixed feelings
☐ value negatively ☐ don't know
☐ other ____________

Comments: ______________________________
____
____

Depends on handicap: ☐ Yes ☐ No

less positive toward: ☐ M. R.
☐ P. H.
☐ Emotionally Disturbed
☐ Other: __________

16. ☐ Elected
☐ Appointed by mayor and town council
☐ Nominated from residents or organizations in community
☐ Other: ______________________________

Include voice for handicapped: ☐ Yes ☐ No
Board members handicapped: ☐ Yes ☐ No
Board Discussion: ☐ Yes ☐ No

Leading to the discussion:

☐ family/friend of board member is handicapped
☐ local/regional/national media coverage
☐ public awareness campaign
☐ other: ______________________________

Focal points: ______________________________________

____

____

Consensus: ☐ Yes ☐ No

Disagreement: ☐ Yes ☐ No

____

____

____

17. Financial limitations:
☐ transportation
☐ staff development/leadership training
☐ staffing hours
☐ equipment ____________________
☐ others: ____________________

____

Comments: ______________________________________

____

____

18. Architectural barriers:

☐ Yes __________________ ☐ Not aware of any

____

____

Funds requested: ☐ Yes ☐ No

☐ Provincial

☐ Federal

☐ municipal

☐ association

☐ other: ______________________

Transportation options:

A. For open facility time

☐ public transportation

☐ special bus service

☐ volunteer drivers

☐ must arrange own

B. For program

☐ public transportation

☐ special bus service

☐ volunteer drivers

☐ must arrange own

19. Restrictions: ☐ Yes ☐ No

Who: ______________ Why: ______________

______________ ______________

______________ ______________

______________ ______________

APPENDIX D

WRITTEN QUESTIONNAIRE

WRITTEN QUESTIONS

Please assess each of the following statements and indicate by circling one of the numbers whether you:

1. strongly agree
2. agree
3. disagree

or 4. strongly disagree.

Please do not hesitate to express your true opinions. If you wish to make written comments please feel free to do so on the back of any sheet.

	strongly agree	agree	disagree	strongly disagree
1. In terms of recreation, the handicapped people in this community are well served by local agencies for the handicapped.	1	2	3	4
2. Handicapped people are well served by this recreation department.	1	2	3	4
3. In the past five years, the demand for recreation services by handicapped people and their advocates has increased in this community.	1	2	3	4

	strongly agree	agree	disagree	strongly disagree
4. Improved recreation services are currently needed in this community by:				
A. mildly retarded persons	1	2	3	4
B. moderately retarded persons	1	2	3	4
C. severely and profoundly retarded persons	1	2	3	4
D. blind or visually impaired persons	1	2	3	4
E. deaf or hearing impaired persons	1	2	3	4
F. emotionally disturbed persons	1	2	3	4
G. physically handicapped persons	1	2	3	4
H. learning disabled persons	1	2	3	4
5. There is currently a staff member (permanent full-time or permanent part-time) in this department who would feel confident programing for:				
A. mildly retarded persons	1	2	3	4
B. moderately retarded persons	1	2	3	4
C. severely and profoundly retarded persons (dependent handicapped)	1	2	3	4
D. blind or visually impaired persons	1	2	3	4
E. deaf and hearing impaired persons	1	2	3	4
F. emotionally disturbed persons	1	2	3	4
G. physically handicapped persons	1	2	3	4
H. learning disabled persons	1	2	3	4

	strongly agree	agree	disagree	strongly disagree
6. The majority of staff members in this department favour providing direct services to handicapped persons.	1	2	3	4
7. The majority of members of the Recreation Board favour providing direct services to handicapped persons.	1	2	3	4
8. The recreation department in this community should be involved in some capacity at the following points on the service delivery continuum.				
A. instructional upgrading programs in a segregated setting.	1	2	3	4
B. instructional programs in an integrated setting.	1	2	3	4
C. integrated programs with supports.	1	2	3	4
D. the regular community program.	1	2	3	4
9. People in the community are generally in favour of having handicapped persons integrated into regular programs.	1	2	3	4
10. Attempts should be made to include on the Recreation Board a person who will act as a voice for the handicapped.	1	2	3	4

	strongly agree	agree	disagree	strongly disagree
11. Attempts should be made to include a person who is handicapped on the Recreation Board.	1	2	3	4

12. Below is a list of potential problems in offering or improving services for the handicapped. Please rate the problems in terms of their significance to you as:

- major problems
- minor problems
- would not be problems (at present)

	Major Problem	Minor Problem	Not A Problem
1. lack of adequate facilities			
2. lack of adequate transportation			
3. lack of trained personnel			
4. lack of trained volunteers			
5. lack of direct consulting services			
6. lack of identified participants for programs			
7. lack of written program materials			
8. lack of equipment			
9. attitudes of the public at large			
10. attitudes of persons in the recreation department			
11. attitudes of persons on the Recreation Board			
12. others: ________________ ________________ ________________ ________________			

APPENDIX E

LETTERS

Initial Contact Letter
Post-Interview Letter of Thanks

DEPARTMENT OF PHYSICAL EDUCATION
FACULTY OF PHYSICAL EDUCATION AND RECREATION

Dear Sir or Madam:

I am writing to request your assistance with regard to a project that I am undertaking while doing graduate studies at the University of Alberta. I am aware of and sympathetic to the many and varied demands placed on a recreation department in a small community. I am also aware that this study may not be of pressing concern to you at this moment, but I need your assistance as you are the key person in the delivery of recreation services in your community.

In recent years there has been a marked trend towards offering a variety of services to handicapped persons through the generic systems in place in society. There are people in the recreation field who have suggested recreation departments should be doing more for the handicapped people in their communities. Realistically, I believe there are a number of problems facing a small community such as yours in the provision of services for the handicapped. I would like to know how well you feel your department is equipped to meet the recreation needs of the handicapped in your community. Specifically, I am interested in your views on the recreation needs of the people, on the state of the art in your department, on the attitudes of people towards the handicapped, and on the blocks which might hold back handicapped people from participating. Please do not be reluctant if you do not feel particularly knowledgable about recreation for the handicapped. Your knowledge of your community and the recreation department is of prime importance in this study. Of course, the sources of all information will be completely confidential.

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I sincerely hope you will consent to a personal interview of one to two hours in length. I anticipate being in your area
or An alternative date could be arranged should neither of these dates be convenient for you. Please let me know as soon as possible if you will be a participant in the study. Should you have any questions or concerns please do not hesitate to express them when you contact me. As indicated previously you are the key to our understanding of the provision of recreation services.

Thank you for your time and consideration. I look forward to your response.

Sincerely,

Diane Jacobson Hoy

DJH/kkh

DEPARTMENT OF PHYSICAL EDUCATION
FACULTY OF PHYSICAL EDUCATION AND RECREATION

June 4, 1980

Dear

Thank you very much for donating your time to be part of my study. I appreciate your willingness to share information and ideas with me and I hope the results of this study will be of use to you and to other persons in the recreation field in Alberta.

Again, thank you.

Sincerely,

Diane Jacobsen Hoy

DJH/hh

THE UNIVERSITY OF ALBERTA, EDMONTON, CANADA T6G 2H9

APPENDIX F

WRITTEN POLICY USED BY A RECREATION DEPARTMENT

Re: HANDICAP ORGANIZATIONS

Adopted: JULY 15, 1979

The recreation department will work in close co-operation with all handicap organizations. Providing programmes for their participation and enjoyment.

Educating and training the general public in all age categories, for them to gain an understanding and respect for this special population.

Recreation areas such as Parks, Playgrounds and other facilities will be constructed in such a manner so as to eliminate the problem of gaining access and participation in all categories of the handicapped.

Swimming is identified as an ideal environment where they can be challenged to attain the level of their capability. Dealing specifically with the mentally retarded, volunteers must be recruited and trained in water safety activities. One instructor and one pupil is the ideal learning situation to strive for.

Lastly, it is the aim of this department to work towards the time when the handicapped and normal people can join together in many activities, both in the learning and play situations for the obvious benefit of both parties.

APPENDIX G

POPULATION FIGURES OF COMMUNITIES PARTICIPATING IN THE SURVEY

Appendix G. Population Figures of Communities Participating in the Survey

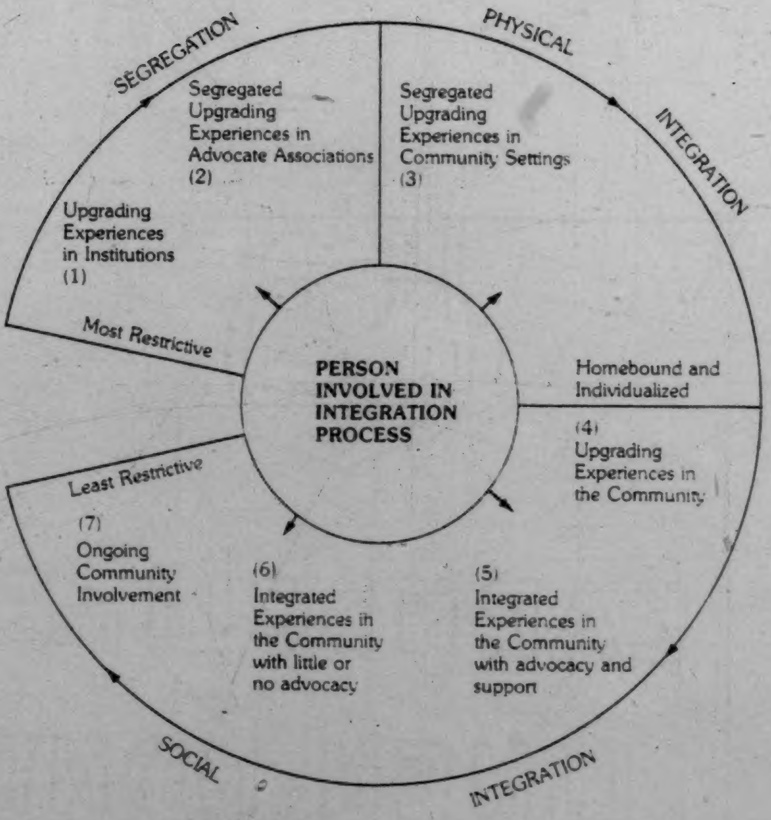
Municipality	1976 Canada Census Population Figures	1980 Population Estimates by Recreation Directors	
		Town Population	Additional Population Served in Surrounding Area
A	4,337	4,710	—
B	6,907	8,411*	—
C	4,038	5,000	2,000
D	6,731	7,412	—
E	4,116	3,800	—
F	7,344	11,200	8,000
G	4,303	4,763	—
H	5,296	5,500	7,500
I	6,339	8,000	1,200
J	6,154	6,200	2,800
K	4,182	4,600	1,000
L	8,304	11,000	—
M	6,754	8,592	3,300
N	4,636	5,000	4,500

* 1979

APPENDIX H

A DEVELOPMENTAL CONTINUUM OF EXPERIENCES
HUTCHISON AND LORD (1979)

Developmental Continuum of Experiences


SEGREGATION
PHYSICAL
INTEGRATION
SOCIAL
INTEGRATION
Segregated Upgrading Experiences in Advocate Associations (2)
Segregated Upgrading Experiences in Community Settings (3)
Upgrading Experiences in Institutions (1)
Most Restrictive
PERSON INVOLVED IN INTEGRATION PROCESS
Homebound and Individualized
(4) Upgrading Experiences in the Community
Least Restrictive
(7) Ongoing Community Involvement
(6) Integrated Experiences in the Community with little or no advocacy
(5) Integrated Experiences in the Community with advocacy and support

Hutchison and Lord (1979) p.111